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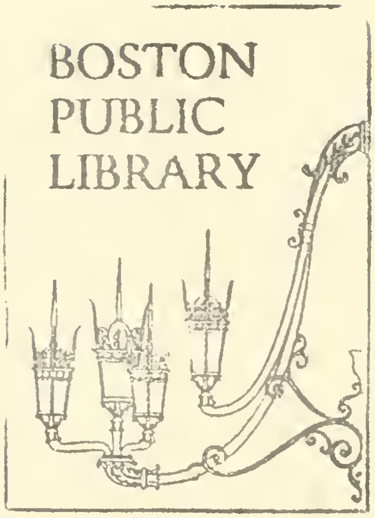

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# Clippership Wharf

## Final Environmental Impact Report

EOEA # 5866

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**Project Proponent**

*Clippership Wharf Limited Partnership*

**Prepared by**

*Vanasse Hangen Brustlin, Inc.*

*Normandeau Associates, Inc.*

*Segal DiSarcina Associates*

*Fay, Spofford & Thorndike, Inc.*

*Tech Environmental, Inc.*

*gn Associates*

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Consulting Engineers
& Planners

To: All Project Reviewers

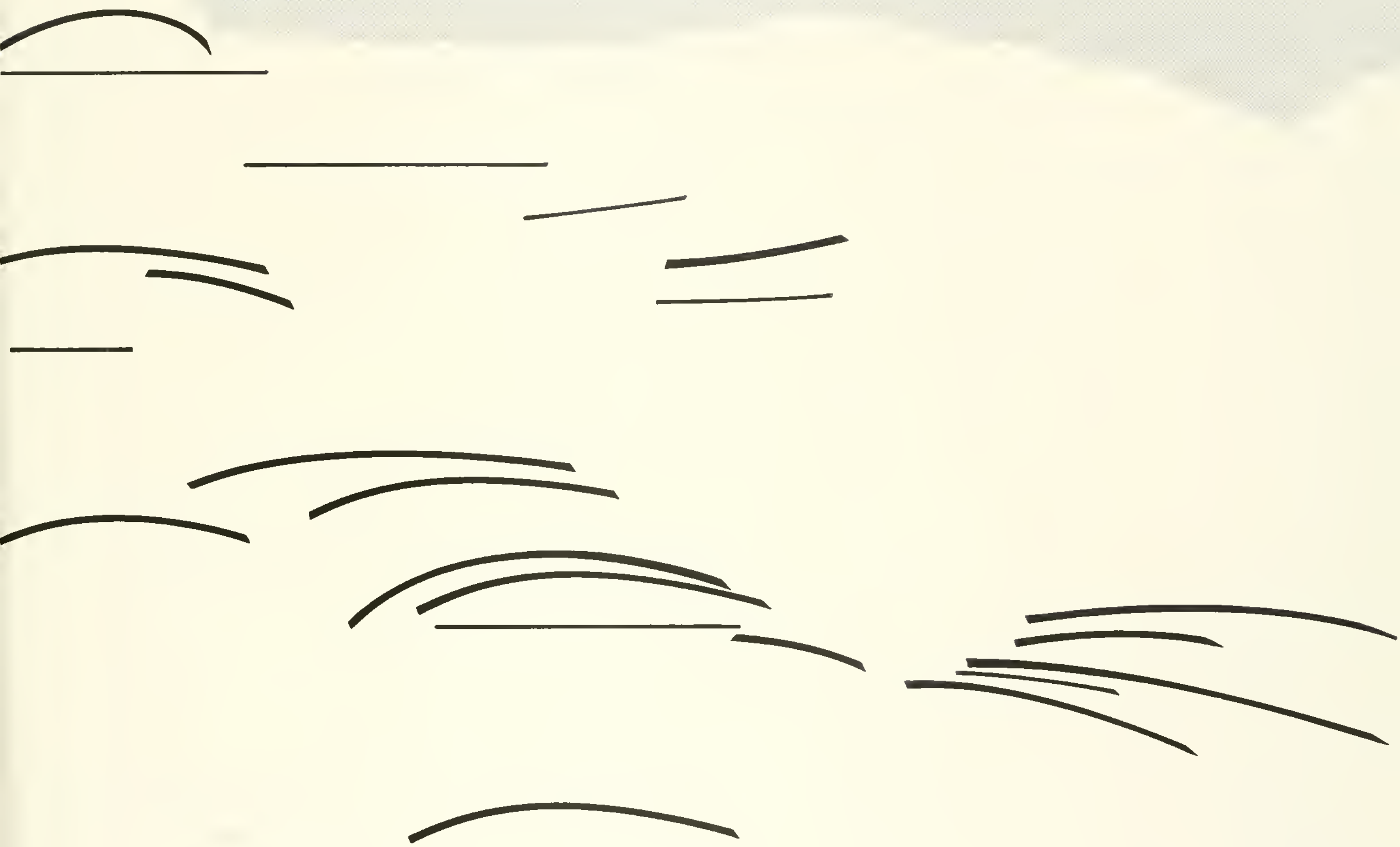
From: Vanasse Hangen Brustlin, Inc.
for the Clippership Wharf Limited Partnership

Date: February 26, 1988

Subj: Clippership Wharf Final EIR

For your review, please find enclosed the Final Environmental Impact Report for the Clippership Wharf project. Your official comments should be forwarded to the Massachusetts Executive office of Environmental Affairs. However, if you have any specific questions, please feel free to call James Campbell at Related Companies Northeast, Inc. at (617) 723-0990. We look forward to a successful completion of this extremely constructive review process.

# Clippership Wharf



## Final Environmental Impact Report

*EOEA # 5866*

*February 1988*

**Project Proponent**

*Clippership Wharf Limited Partnership*

**Prepared by**

*Vanasse Hangen Brustlin, Inc.*

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*Fay, Spofford & Thorndike, Inc.*

*Tech Environmental, Inc.*

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# I Summary

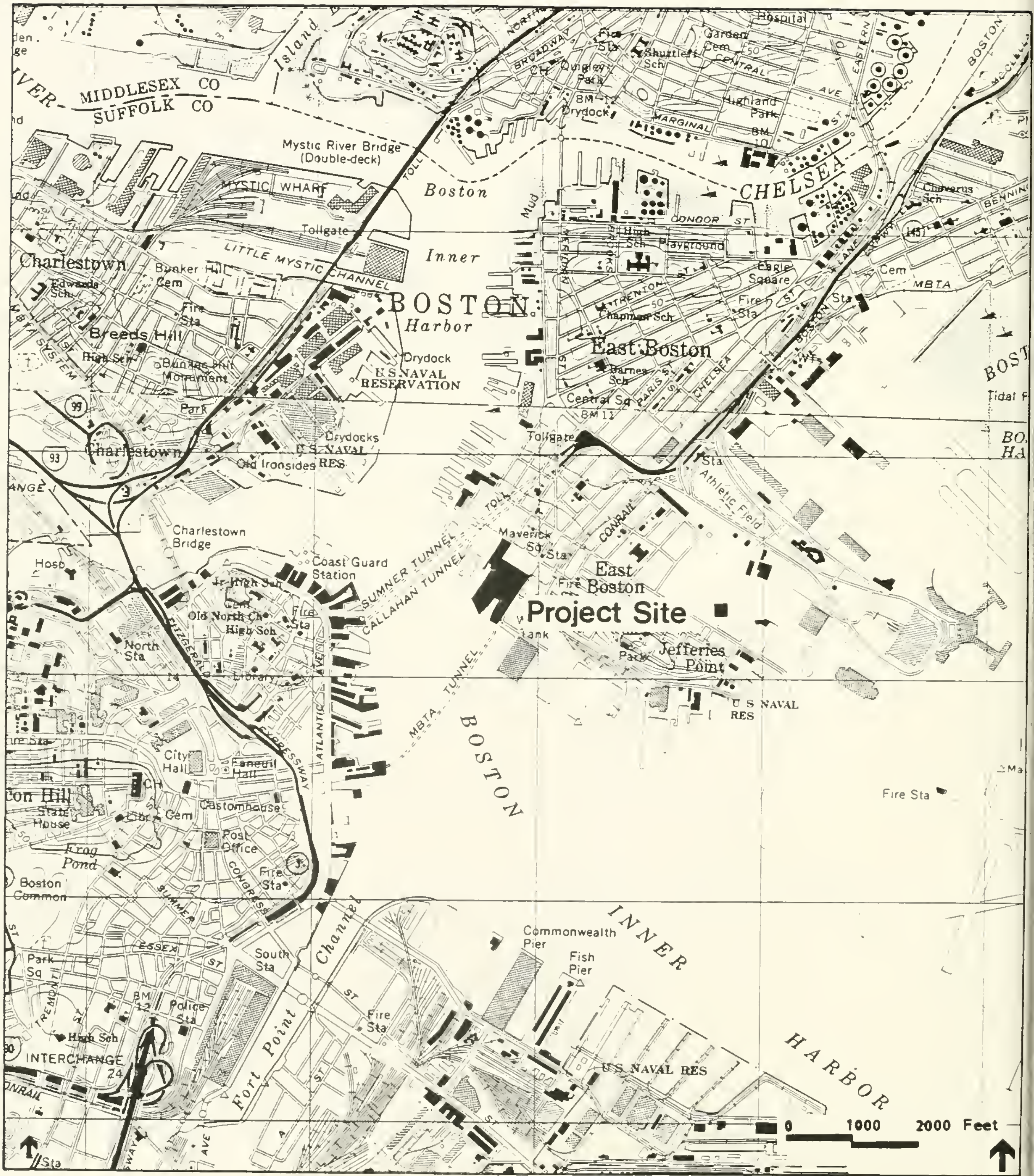
## CLIPPERSHIP WHARF

Located on the East Boston, Massachusetts waterfront, the Clippership Wharf project will include a mix of residential units distributed among seven buildings, including approximately 335 condominiums and 35 rental units. Fifty-five of these residences will be affordable to low and moderate income households. The project will also include a variety of publicly accessible open space areas, water-related facilities and activities, and improvements to adjacent city-owned property. The project will provide substantial benefits to the East Boston community (on-site and off-site) including: a system of publicly accessible open spaces including substantial open areas at the water's edge, extension of the Lewis Mall to the Harbor edge, a water shuttle, complete public access to all outdoor space at the site, an indoor 2,000-square foot community room, and a community boating facility. In addition, the Proponent will make substantial contributions to neighborhood social service organizations including expansion of the neighborhood homeless shelter. Many of these benefits have been established since the time of the Draft EIR.

The project site, which is located in a residential and waterfront industrial area, is bounded by Boston Inner Harbor and Massport Pier 1 to the south; by the Lewis Mall and Lewis Street to the east; by the Hodge Boiler works to the west; and by Monsignor Jacobbe Road, the Heritage Apartments, Clippership Lane and Sumner Street to the north. The site is vacant and unused, with the exception of the Hines & Smart Lobster Corporation, a lobster wholesaler. The site's existing wooden wharves and seawalls are in a dilapidated condition. Major areas of the pier structures have burned or collapsed, and many pilings are broken or rotted.

Clippership Wharf will result in new construction of seawall and pier facilities, ensuring a safe, durable, accessible, and attractive waterfront environment. By combining a number of marine-related facilities with a network of varied open space areas and pathways, an active, publicly accessible area designed to attract and accommodate pedestrian activity will be created. Through the placement of residential parking underground and the limitation of areas open to automobile circulation, the ground-plane of the project will clearly indicate a priority for pedestrian activities.

EXHIBIT I-1
Locus Map



Seven residential buildings will be constructed on-site, and are referenced in this Final EIR based on the numbers shown in Exhibit III-2. Six of the residential buildings will contain condominium units and will be six to seven stories in height with sloped roofs. Two of these buildings will incorporate an additional loft area beneath a mansard roof. An additional building on Carlton Wharf (see Exhibit III-2) will contain residential rental units and will be smaller than the other six buildings. Buildings will be oriented perpendicular to the water's edge, and will reflect traditional wharf architecture, with exteriors composed primarily of brick, and accented by glass and masonry materials.

The program, mix of uses, and physical design of Clippership Wharf reflects the input and stated priorities of a range of interested parties. Since the Draft EIR was completed, the East Boston Planning and Zoning Advisory Committee (PZAC) has endorsed the project. On February 11, 1988, the Boston Redevelopment Authority approved the Planned Development Area designation providing the zoning for the Clippership Wharf development.

PROPONENT

Clippership Wharf Limited Partnership, by Related Companies Northeast, Inc., General Partner.

DOCUMENT STATUS

Final Environmental Impact Report (EOEA #5866)

This document addresses the December 1, 1986 MEPA Certificate on the Clippership Wharf Draft EIR, as well as comments from public agencies and other interested parties received in response to the Draft EIR analysis. A range of new environmental analyses has been conducted in order to properly respond to these comments, and in order to report on changes to the proposed project which have occurred since the Draft EIR.

ALTERNATIVES

The two alternatives addressed in this Final EIR were determined as a result of the Scoping Certificate issued by the Executive Office of Environmental Affairs (EOEA) on March 13, 1986 for this project. This Certificate requested analysis of a No-Build Alternative, of the project as described in the Environmental Notification Form (ENF), and of a Reduced Density Alternative. However, the plan described in the ENF has undergone a process of revision and refinement, and now includes substantially fewer residential units, greater provision for public access, reduced building heights and underground parking. As a result, EOEA has determined that the revised development plan for Clippership Wharf now satisfies requirements for a Reduced Density Alternative. Because the original ENF plan is no longer proposed, this Final EIR addresses only two future scenarios for the site: the No-Build Alternative, and the proposed project in its reduced density form as endorsed by the East Boston PZAC

## SUMMARY OF ENVIRONMENTAL ISSUES

### TRANSPORTATION

Analysis of projected automobile traffic volumes for the year 1990 with and without Clippership Wharf indicates that the project will result in only minor effects to roadway and intersection operating conditions during peak AM and PM periods in the general project area. Reductions in the number of units proposed since the Draft EIR will further minimize the effect of the project on traffic conditions. The project has been reviewed by the Transportation Subcommittee of the East Boston Planning and Zoning Advisory Committee (PZAC), which has endorsed the current proposal.

Of 21 signalized and unsignalized intersections studied, including those in the immediate vicinity of site access points, 18 are expected to experience no level of service (LOS) change as a result of the project during either the AM or PM peak hours. In addition, the geometrics of both the Clippership Lane/Sumner Street intersection and the Marginal Street/Bremen Street intersection have been found to be adequate to serve the project's vehicular access requirements.

Clippership Wharf is planned to include some 378 parking spaces in an underground garage in order to serve the project's residential component. An additional 55 spaces will be provided for owners or renters of affordable (below market) housing on-site, 20 of which will be located below the residential building on Carlton Wharf. Parking will also be provided for visitors and for the lobster facility on-site.

A principal reason that Clippership Wharf is expected to result in only minor traffic effects is its immediate proximity to the Maverick Station of the MBTA Blue Line, providing a two-station ride to the heart of downtown Boston, as well as the availability of extensive bus service at Maverick Square. In addition, the provision of water shuttle service from the site to downtown Boston and other harbor destinations is expected to minimize automobile usage to and from the project. As a result, it has been estimated that, at minimum, 50 percent of person-trips generated by Clippership Wharf will occur via transit modes.

## VISUAL QUALITY

Since the Draft EIR was submitted, a variety of design changes have been made to further improve views to and from the project. These changes have included a reduction in the number of residential units proposed, the creation of a greater number of smaller building as compared to the Draft EIR plan, a substantial increase in the setback of Building A (new Building #4), and the elimination of tennis courts on-site. Among the effects of these changes are the creation of substantial new open space areas and the creation of a new visual corridor focusing on the Bunker Hill Monument in Charlestown. The project has been reviewed by the Urban Design Subcommittee of the East Boston Planning and Zoning Advisory Committee (PZAC), which has endorsed the current proposal.

The building massing of Clippership Wharf has been designed so as to maximize views from the site and surrounding areas to (and along) the East Boston waterfront, and to downtown Boston, Charlestown, and the Bunker Hill Monument. As a result, a number of open visual corridors exist on-site, situated both in north/south and east/west orientation.

The project's linear building masses oriented perpendicular to the water's edge establish corridors to direct views and circulation through the site out toward the waterfront. These building forms reflect the character of existing and former historic warehouse structures located within the Inner Harbor waterfront. Buildings will be stepped back away from the water's edge to respect the lower scale of the waterfront.

In addition to the surrounding physical setting, land uses and building forms, the project is designed to respond to a variety of public policies and guidelines. The physical design and massing of Clippership Wharf has been developed to be consistent with guidelines set by the city, and to respond to the priorities of pertinent state agencies and local community groups such as the East Boston PZAC.

## PUBLIC ACCESS

Since the Draft EIR was submitted, a number of changes have been made to the plan to further increase open space and facilitate public access. For example, a new one acre open space will be created at the water's edge, a new lawn/garden area will be created in the former tennis court location, and Lewis Mall will be extended to the water's edge.

Despite the project site's prominent waterfront location, the property and its waterfront edge are currently inaccessible to the public as a result of unattractive and dangerous conditions. Clippership Wharf will result in more than two-thirds of the site being publicly accessible, with treatment of the exterior ground level of the project to emphasize public use.

In addition to the previously mentioned improvements to the project's open space system, major public features of the project are: establishment of a continuous public walkway along the water's edge; a waterfront plaza with facilities and programming for water-related activities and public use; landscaped gardens, lawn areas, pavilions and other public open spaces; a community boating facility; a water shuttle facility; public walkways throughout the site; and indoor space in Building Two (central to the site) to be used by the community.

## WATER RELATED ACTIVITIES

The only portion of the project site which is currently functional for maritime use is at the location of the Hines & Smart lobster wholesale operation. Shallow water depths, underwater obstructions, and dilapidated wharf structures are among the conditions which currently prevent more active use of the site for maritime activity.

The Clippership Wharf project entails the demolition of deteriorated wharves and reconstruction of seawalls and bulkheads, making it possible to accommodate various water-dependent uses on-site. These uses include recreational boating, commercial maritime uses, water transportation, a public landing, and waterfront access in Boston Harbor. Proposed facilities include the Hines & Smart lobster operation, a marina, water shuttle service, and community boating facility.

## TIDELANDS AND PUBLIC PURPOSE

The entire Clippership Wharf site is comprised of tidelands as defined in Massachusetts General Laws Chapter 91, and the Proponent will apply for a Chapter 91 license for the entire project. Because Clippership Wharf includes both water-dependent and non-water-dependent uses, the Proponent must demonstrate that the project serves a "proper public purpose" and satisfies the "benefit/detriment" test. The Proponent believes that the project serves a proper public purpose by eliminating blighted and unsafe site conditions, providing an affordable housing component, providing public access at the waterfront, providing water-related activities including water transportation, establishing residential facilities, and contributing to various social service organizations. The Proponent believes that these benefits far outweigh any detriments to the public's interest in the tidelands on the site. The Proponent also believes that the project is in compliance with Massachusetts Coastal Zone Management (CZM) policies identified as relevant to this project by the Massachusetts CZM Office.

## COASTAL FLOODING

According to information provided by the Federal Emergency Management Agency, the present Clippership Wharf site is located within three different flood zones: Zone C (area of minimal flooding), Zone B (area between the limits of the 100-year flood and the 500-year flood), and A2 (area of the 100-year flood). Currently, approximately 35 percent of the upland site area is expected to be flooded during the 100-year storm. The 100-year flood elevation for the site is +16.0 feet (Boston City Base).

The Clippership Wharf Project will result in the entire site grade being elevated to a level of +16 feet to +18 feet (Boston City Base), above the 100-year flood level. No habitable building space will be located below +19 feet (Boston City Base), well above the 100-year flood level.

## WATER QUALITY

The project site is almost entirely paved and decked, with only limited vegetation. No rare plants or animals are known to exist in the area. As a result of the project, all vegetation will be removed, and new plantings will be established. Minimal impacts on birds and animals are anticipated. New structures or reconstructed structures at the water's edge will occur at or inland of the line of existing structures.

The area of the project site to be excavated for the underground garage is composed primarily of fill, with lesser quantities of organic soils, near shore marine deposits, and Boston Blue Clay. No significant concentrations of petroleum products or hazardous materials have been found on-site. Approximately 100,000 cubic yards will be excavated, with materials to be disposed of at an approved coastal area landfill site. Excavated material, particularly granite blocks from former seawalls, may be salvaged and reused on-site.

Sediment quality in the area of the project site was documented in the Draft EIR. This was associated with waterfront construction activities such as pile removal and seawall repair, as well as dredging planned at that time in order to create a marina larger than can be accommodated by existing bathymetry. However, a smaller reoriented marina is now proposed that will require no dredging. Any potential environmental effects associated with dredging or the disposal of dredged materials will, thus, be avoided.

Water quality impacts may result from removal of pilings supporting existing decking, driving of pilings for the marina's floating docks and water shuttle pier, repair of seawalls, dewatering of foundations, runoff from the site, and, possibly, operation of the marina. Construction activities may cause short-term increases in suspended sediments and minor releases of metals and nutrients, however, such impacts will be mitigated by the use of silt curtains and other proven construction techniques.

## WATER AND SEWER SERVICE

Adequacy of the water and sewer infrastructure was documented in the Draft EIR. Because the Secretary's Certificate on the Draft EIR did not request further information pertaining to infrastructure, no water and sewer service chapter is presented in this Final EIR. However, comments received from other interested parties in response to the Draft EIR did, in some cases, address issues pertaining to infrastructure. These comments are fully addressed in Chapter VI (Response to Comments) of this Final EIR.

The project site is served by two sanitary sewer routes, one leading from the east side of the property and one leading from the west. Both lines converge at a 36" x 41" interceptor at the Bremen and Porter Street intersection. Analysis indicates that either route can provide sufficient excess capacity to accommodate project-related sewage flows.

All surface drainage from the project's vehicular circulation system, paved parking areas, roof drains, and pedestrian and landscaped areas will be discharged to the Boston Inner Harbor. Discharge of gas, oil, and grease into the Harbor will be prevented by gas/oil separator structures constructed and maintained as part of the development. Sidewalks along existing public ways will drain to existing storm drainage systems. The Proponent has undertaken visual inspection of area sewer lines, and this evaluation indicates that area lines are generally in good condition.

Water for domestic use and fire protection will be supplied to the development site by low-service transmission mains in surrounding streets. On the basis of hydrant discharge tests conducted in 1985 in nearby streets by the Boston Water and Sewer Commission, the area water supply system can provide adequate water supply and pressure for peak consumption and fire-flow requirements associated with the project.

## CONSTRUCTION

Since the Draft EIR was submitted, the project has been reviewed and endorsed by the East Boston Planning and Zoning Advisory Committee (PZAC). The Proponent is working cooperatively with the East Boston PZAC to develop appropriate plans for the Clippership Wharf construction process. Topics which have been resolved include truck routing, truck queuing, construction staging, worker parking, and construction monitoring.

The construction process for Clippership Wharf is scheduled to comprise an approximately four year period. The project will be built in three consecutive phases, each of which will involve specific site areas and construction activities.

On-site structures to be demolished include the existing Hines & Smart facility and existing rotted wharves and pilings. Measures to minimize the effects of these procedures will include clipping rather than pulling pilings, use of silt curtains, and proper disposal of demolition material. Site excavation will occur primarily within the area of the subsurface garage. Excavated material will be either re-used on-site, or disposed of at an approved coastal area landfill. Inflow of water into the excavated area will be minimized through the use of steel sheeting and slurry cut-off walls.

Four of the seven proposed residential buildings will be supported by piles in existing fill. Decking over water will be pile supported, and a limited number of piles will be used to moor floating docks. Pile driving will be scheduled so as to minimize disturbance to nearby land uses. No jetting will be utilized to emplace underwater pilings, so as to minimize disturbance of subsurface sediments.

## PERMITS AND APPROVALS

The Proponent may secure the following agency reviews, permits, and approvals for the Clippership Wharf Development.

### FEDERAL

- U.S. Army Corps of Engineers, Section 404 Permit, and Permit to Construct a Wharf.
- U.S. Department of Transportation, Federal Aviation Administration, Federal Navigable Airspace Notification.
- U.S. Environmental Protection Agency, N.P.D.E.S. Permit.

### STATE

- Massachusetts Executive Office of Environmental Affairs, MEPA Certification.
- Massachusetts Office of Coastal Zone Management, Determination of Consistency.
- Massachusetts Department of Environmental Quality Engineering, Waterways License; Water Quality Certification; Surface Water Discharge Permit; Sewer Connection Permit; Marina License; Preconstruction Notice.
- Massachusetts Executive Office of Transportation and Construction, Consent for Construction on a Former Railroad Right-of-Way; Right of First Refusal as to the Purchase of Railroad Facilities.

- Massachusetts Department of Public Safety/East Boston Fire Department, Permit for Under or Above-Ground Storage Tanks.
- Massachusetts Architectural Access Board, Variance from certain provisions of the Board (for floats and rafts).
- Massachusetts Historical Commission, review for effects on Historic/Archaeological Resources.
- Massachusetts Water Resources Authority, Sewer Use Discharge Permit.

## LOCAL

- Boston Conservation Commission, Wetlands Order of Conditions.
- Boston Redevelopment Authority, Municipal operating permits, including zoning approval.
- Boston Redevelopment Authority, Planned Development Area Zoning Designation (Received).
- Boston Public Improvement Commission, New Street or Street Discontinuance Permit.
- East Boston Fire Department, Gasoline Storage Approval.
- Boston Water and Sewer Commission approvals.
- Boston Harbor Harbormaster, Permit for Moorings, Floats and Rafts.
- Boston Committee on Licenses, Parking Garage Permit.
- Boston Traffic and Parking Commission, Open Air Parking Space License.
- Boston Public Works Department, Curb Cut Permit.

## PUBLIC FINANCIAL ASSISTANCE

The Proponent is considering various types of financial assistance from state and local agencies for the construction of affordable housing units.

# II Project and Area Description

AREA DESCRIPTION

## EAST BOSTON

The project site is located in a residential and waterfront industrial area in East Boston, across Boston Inner Harbor from downtown Boston. The Callahan and Sumner Tunnels and Blue Line of the MBTA are the principal means of access between East Boston and downtown Boston.

East Boston is a residential community with commercial, industrial, and transportation uses. It is the location of Logan International Airport, the busiest passenger airport in New England and the primary air cargo terminal for southeastern New England. The airport's terminals and related facilities are located within the southeast portion of East Boston, approximately two thirds of a mile from the project site. Logan Airport is owned and operated by the Massachusetts Port Authority (Massport).

Airport-related facilities such as car rental agencies, remote parking lots and freight forwarders comprise much of East Boston's commercial uses. Retail activity serving a primarily local clientele is located throughout the neighborhood, with Maverick Square being the closest commercial area to the site.

Maverick Square is located at the convergence of Meridian Street, Chelsea Street, Maverick Street, and Sumner Street just north of the project site. The commercial district is composed of a variety of small neighborhood-oriented stores, convenience shops, bars and restaurants. The Maverick Station of the MBTA is located within the Square, providing rapid transit access to downtown Boston and Logan Airport via the Blue Line, as well as serving as an MBTA bus interchange. The residential neighborhood near Maverick Square consists primarily of two-family and triple-decker houses and single-family homes as well as two public housing complexes.

The Jeffries Point neighborhood is located to the east of the project site. This residential area is situated on a hill between the airport and Marginal Street, providing many homes in the neighborhood with views of the downtown skyline and harbor activity. Most homes in the area are two- to four-story single- and multi-family structures.

Large portions of the East Boston waterfront in the vicinity of the project site are vacant, dilapidated, or underutilized. Exhibit II-1, Project Area Map, depicts the proposed project and its location in relation to the rest of East Boston, downtown Boston and its location in the Boston Harbor.

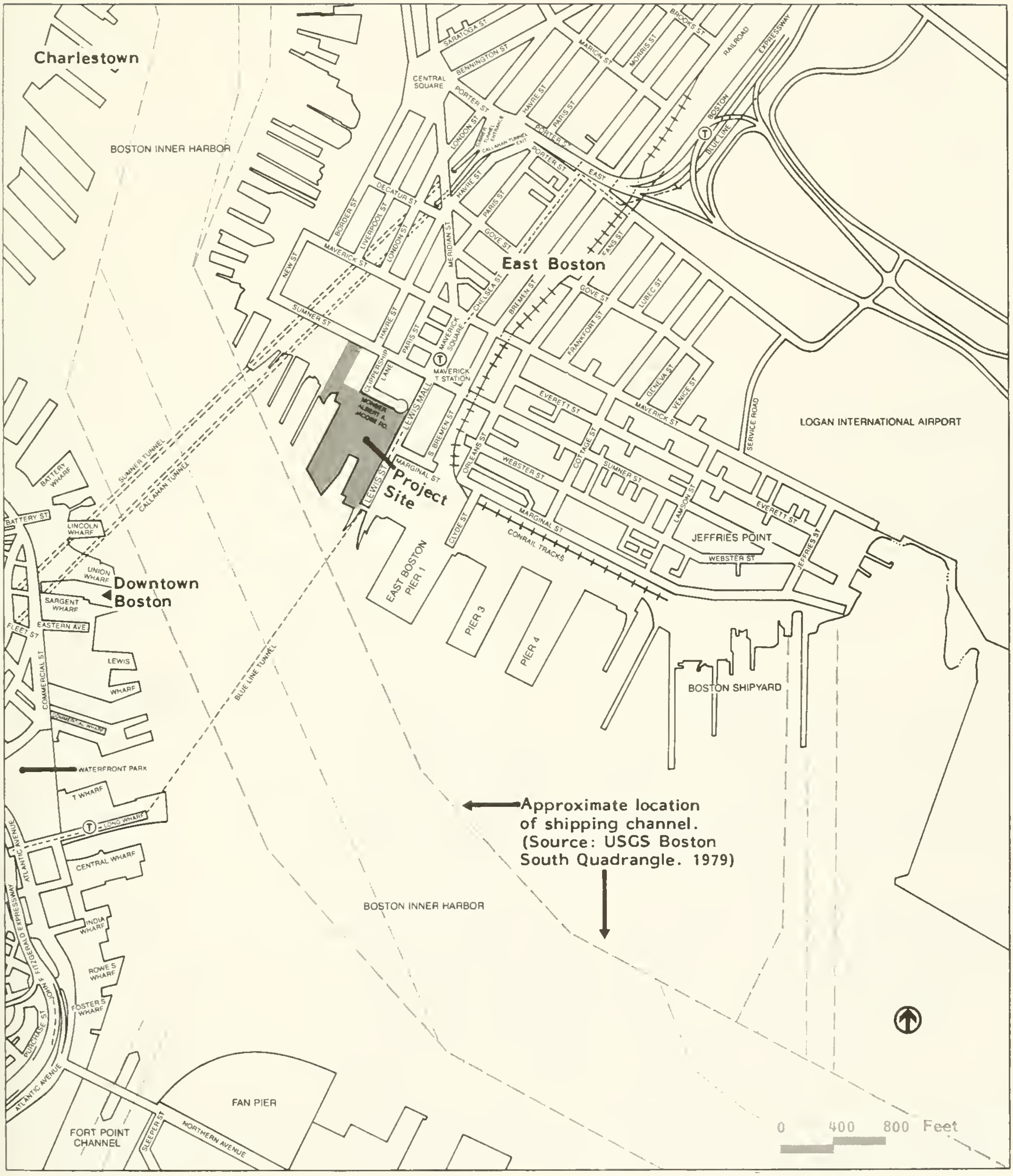
## PROJECT ENVIRONS

As shown on the Site Map, Exhibit II-2, the Heritage Apartments are located to the immediate north and east of the project site. This 300-unit elderly and family housing complex is administered by the Boston Housing Authority. Constructed in 1975, this complex consists of buildings ranging in height from two to five stories. Also to the north of the site is the 414-unit Maverick Housing Development, a public housing project consisting of a complex of 12 brick three-story buildings constructed in 1942. The Maverick housing is located north of Sumner Street. The Maverick Square residential neighborhood consists of these public housing complexes as well as a mix of single and multi-family private homes. North of the Maverick Housing Development is the Church of the Holy Redeemer, serving a large area parish.

The Hodge Boiler Works is located to the northwest of the site along the waterfront at 111 Sumner Street and comprises approximately 5.3 acres of land. Although this company originally located on the waterfront in order to provide industrial boilers for sailing vessels, it no longer manufactures such equipment, and no longer actively uses its piers, which have become dilapidated. The company now manufactures industrial autoclaves and other equipment.

Lopresti Park is located further northwest along the waterfront. It was constructed in 1978 by the City of Boston to provide recreational facilities for the abutting neighborhood. This 9.8 acre park provides a variety of passive and active recreation facilities including a tot lot, informal ball fields, fishing pier, performance area, basketball and tennis courts, and a harbor walkway.

EXHIBIT II-1
Project Area Map



To the east of the site is the Lewis Mall and Lewis Street, owned by the City of Boston. The Lewis Mall is a pedestrian pathway extending from Maverick Square to Marginal Street. The Proponent has committed to the City of Boston and the East Boston Planning and Zoning Advisory Committee (PZAC) to extend this Mall all the way to the water's edge at the location of the former south Ferry Landing and to maintain this public mall in perpetuity. The Lewis Mall extension will provide a continuous pedestrian link between Maverick Square and Boston Harbor.

Further east are the East Boston Piers 1-5, consisting of approximately 20 acres of land, 15 acres of piers, and 21 acres of open water, all owned and operated by the Massachusetts Port Authority (Massport). The site is largely vacant except for Pier 1, which is used by Massport for equipment storage, boat tie-ups, and truck driver training. Proposed reuse of the piers may involve creation of a lobster terminal and open space facilities. Also to the east of the project site is Massport's East Boston Shipyard, which is in the process of being redeveloped for ship repair, marina and related uses. This redevelopment process is expected to be completed within the next two to three years.

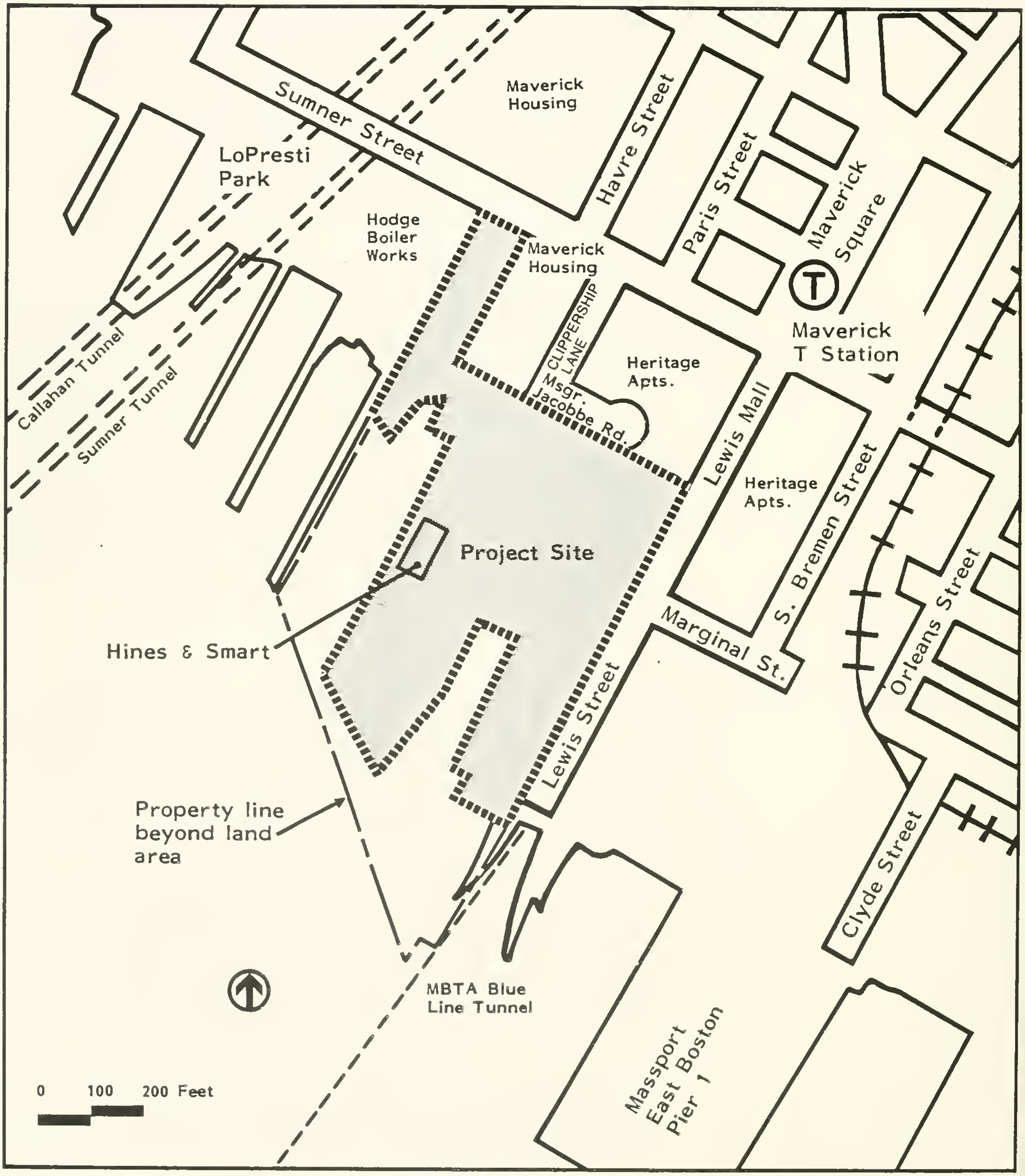
## SITE DESCRIPTION

The Clippership Wharf site consists of approximately 13 acres located on the East Boston waterfront across Boston Inner Harbor from downtown Boston. The site is bounded by open water to the south; by the Lewis Mall and Lewis Street to the east; by the Hodge Boilerworks to the west; and by Father Jacobbe Road, Clippership Lane and Sumner Street to the north.

The site is vacant and unused, with the exception of the Hines & Smart Lobster Corporation, a lobster wholesaler. The site's existing wooden wharves and piles are in a dilapidated, dangerous condition. Major areas of the pier structures have burned or collapsed, and many pilings are broken or rotted. The site has been fenced and posted to protect public safety.

Seawalls composed primarily of granite block are visible in several locations around the site, roughly forming the outer limit of the filled areas beneath the wharves. The seawall structures are supported by coarse fill on

EXHIBIT II-2
Site Map



natural soils and, in some locations, by timber piles. The seawalls vary from good to poor physical condition. Segments of the seawall appear to be missing or structurally unsound.

The ground surface on-site is primarily flat, ranging in elevation from approximately 12 to 17 feet (Boston City Base), and consisting of both paved and unpaved areas. The paved areas of the property are extensively cracked, with abundant grass and weeds and in places are overgrown with grass and weeds. Remnants of building floor slabs and walls are present at ground surface at many locations on-site, indicating locations of former structures. Sub-surface erosion in the area has caused dangerous sink-holes throughout the site.

Miscellaneous fill comprises a surface layer of the property ranging from approximately 4.5 to 25 feet in depth. The fill is composed primarily of a mixture of sand, gravel, silt and clay, together with concrete, wood, brick, and other building rubble. Analysis indicates that no significant amounts of oil or hazardous material exists within the fill.

The Hines & Smart Corporation has existed on-site at 33 Clippership Lane since 1968. The lobster wholesale operation involves delivery of lobsters to the site via trucks and boats, and outbound shipment via trucks to Logan Airport and other destinations. Hines & Smart's facilities are housed within a long, one-story wooden building situated along the water's edge, beside a paved parking and truck dock area. The company employs approximately 10-15 people.

A chain link fence surrounds the project site, largely precluding access to the property. However, a lack of area supervision, largely attributable to the site's vacancy, has on occasion resulted in misuse of the property, including dumping of trash, setting of fires, and abandonment of automobiles.

Although the site commands extraordinary views of downtown Boston, current unattractive and dangerous conditions have served to limit public enjoyment of this view and of this portion of the East Boston waterfront.

## INTRODUCTION

The project being assessed by this Final Environmental Impact Report has been the subject of a year-long review by the East Boston Planning and Zoning Advisory Committee (PZAC). The result of the process has substantially modified the project as compared to the Draft Environmental Impact Report project. On December 9, 1987, the PZAC voted 13 to 1 to support the project described in this Final EIR.

The development of the Clippership Wharf will result in the transformation of a blighted and deteriorating waterfront site into an attractive and inviting publicly-accessible area comprising residential, marine-related and open space uses. As one of the first redevelopment efforts for the East Boston waterfront, the project seeks to build upon the area's historic association with Boston Inner Harbor. This will be achieved through a variety of means, including the creation of residential units within wharf-like structures, the provision of a network of open spaces providing for public access through the site to the water's edge; and the creation of commercial, recreation and transportation-related maritime activities on-site.

## SITE IMPROVEMENT

Integral to the successful completion of the Clippership Wharf Project is the partial removal and reconstruction of existing waterfront structures on-site, including granite seawalls, wooden wharves and timber piles. Other materials to be removed include old floor slabs, various foundation structures, cracked pavement, and miscellaneous building rubble and debris.

Although it was initially believed that many of the existing seawalls and pile structures could be retained and incorporated into the proposed development, subsequent analysis has indicated that, to a large degree, such structures have undergone too much deterioration for such reuse. Among the materials which may be reused on-site are granite block from existing seawalls, and some clean building rubble which may be used to stabilize new seawall structures. Areas of existing pile-supported decking on-site will either be replaced with new pile structures, or removed, increasing the area of open water on the site. Repair and new construction of seawall and pier facilities will ensure a safe, attractive and lasting waterfront environment. New structures or reconstructed structures at the water's edge will occur at or inland of the line of existing structures.

## RESIDENTIAL USES

The currently proposed project will contain a total of approximately 370 units distributed among seven buildings, including approximately 335 condominiums and 35 rental units. Fifty-five of these residences will be affordable to low and moderate income households. There will be 20 affordable units for purchase distributed throughout the six condominium buildings and 35 affordable rental units in a building on Carlton Wharf. Table II-1 depicts the changes in number, height and type of housing units, as proposed in the ENF Plan, the Draft EIR Plan and as currently proposed in this Final EIR.

TABLE II-1
Evolution of Residential Structures

| | ENF Plan | Draft EIR Plan | Final EIR Plan |
|---|---|---|---|
| Total Residential Units | 475 | 400 | 370 |
| Affordable (Below Market) Residential Units | 15 | Unspecified | 55 |
| Height of Residential Buildings | Up to 10 floors | 7 floors | 4-7 floors plus a loft within a mansard roof. |
| Number of Residential Buildings | 3 plus townhouse structures | 4 | 7 |

The project, as described in the Draft EIR, was to contain approximately 400 residential units, but the Proponent has reduced this number to better respond to the preferences of the East Boston community and to the objectives of pertinent public agencies. These reductions have also been made to minimize traffic generation. This current total represents a significant decrease from the 475 units originally proposed in the ENF. Other changes include a reduction in building density, scale and massing, and the addition of an affordable housing component.

The market-rate condominiums will be comprised of approximately 239 two-bedroom and 84 one-bedroom units. The approximate breakdown of affordable (below market rate) units is as follows: 16 two-bedroom and 4 one-bedroom for purchase, and 18 two-bedroom and 17 three-bedroom apartments.

Residences will be constructed within buildings oriented perpendicular to the water's edge in order to reflect the area's historic pattern of waterfront development. The current plan contains buildings whose size and height have been reduced since the publication of the Draft EIR. The building height proposed in the Draft EIR was seven stories, and will now range from four to seven stories plus a loft within a mansard roof. These heights will gradually step down toward the waterfront and toward the residential neighborhood.

Parking facilities associated with the residential buildings will include an approximately 378-space underground garage for residents as well as 20 spaces one-half level below the affordable (below market rate) rental units for private residential use. There will also be a total of approximately 95 at-grade spaces comprised of: 60 visitor spaces (for visitors to residences, community boating, Hines & Smart and general pubic use) and approximately 35 spaces for private use by affordable housing owners and renters. An approximately 2,000-square foot public function room in Building Two will be provided for community use. The project will also include a broad range of marine-related and public open space uses.

## MARINE-RELATED USES

The Proponent plans to build an approximately 8,000 square foot building to house the Hines & Smart Corporation lobster wholesaling facility which currently exists on-site. A commercial dock for the company will also be provided. The new commercial building and dock will provide for landside truck loading as well as waterside loading from boats. Special functional requirements, such as the need for salt water intakes for lobster tanks, will also be provided.

An approximately 20-slip marina will be created at the site's western boundary. The marina will be protected from potential wave and wake effects by a wave attenuator. The marina entry will include a gate located at an open-air pavilion overlooking the area. Transient vessels will be accommodated, and a pump out system for boat heads will be provided. Loading and unloading of marina-users will take place at the end of Marginal Street. A new dock area for the Hines & Smart lobster facility will also be provided. No dredging will be required to create the marina.

Since the Draft EIR was prepared, the Proponent has incorporated a community sailing facility into the project. It will provide space for 8 to 10 boats, including a motor launch, and will be located in the lagoon area of the site. An ancillary pavilion will be located next to the walkway leading to the community boating dock. A lower, enclosed level of the pavilion will contain a community boating storage and operations room. The upper level will provide an open-air lookout.

The Proponent will provide a water shuttle landing facility at the end of the new Lewis Mall adjacent to the proposed one-acre public park. Its landing will be located at either the former location of the Old South Ferry at the Southwestern portion of the pier, or at the Southeastern corner of the pier.

This water shuttle will be provided on a contract basis to the development or by the development. Although the service will be provided regardless of the status of harborwide transportation planning, the goal of the project is for the shuttle service to eventually be incorporated into a harborwide transportation system as other water transportation facilities are created in the Inner Harbor in the future.

Planning for water shuttle operations is currently underway, as are discussions with appropriate groups, such as Massport, the Executive Office of Transportation and Construction, the Massachusetts Coastal Zone Management Office, the Boston Redevelopment Authority, and various waterfront developers. The water transportation service will be available to project residents, community residents and the general public. A water shuttle pavilion containing a heated, enclosed waiting area, public restrooms and a ticket office will be located at the shuttle landing site. No parking will be provided for non-resident shuttle passengers.

## OPEN SPACE

The project will create a variety of open, landscaped public spaces on-site. The Proponent has increased the amount of open space in the recent revisions to the plan for the project. To this end, frequent meetings between the developers and parties interested in the provision of public open spaces have taken place. These groups include the BRA, the East Boston community as represented by its Planning and Zoning Advisory Committee (PZAC), DEQE, and Mass. CZM. Public goals concerning greater public accessibility to the site and the waterfront, more landscaped open spaces, and additional view corridors have resulted in substantial revisions to the plan as proposed in the Draft EIR.

Three of the most important changes to the site plan as presented in the Draft EIR include opening up a continuous visual corridor along Marginal Street to the Bunker Hill Monument, the extension of Lewis Mall to the waterfront, and the creation of a new one-acre open space at the water's edge located at the end of Building Four. These and other changes to the project's open space system are described below.

- The division of former Building C into Buildings Two and Three will open a passage oriented to Marginal Street which will extend through the entire site to the water's edge. This will create a unique vista focusing on the Bunker Hill monument in Charlestown.

- The Proponent will create and maintain an extension of Lewis Mall which will extend to the water's edge, establishing a continuous pedestrian passageway from Maverick Square to the waterfront. This extension will contain a center row of new trees, various high-quality pavement materials, and benches for seating.

- An additional one acre of parkland at the water's edge situated at the end of Building Four and adjacent to the Lewis Mall extension will be the location of the water shuttle pavilion. This will include a waiting area, restrooms and ticket office, and a specially-designed area for speakers, performers, and harbor viewing during special events.
- A large lawn area located in front of the Heritage Apartments will be created in the area formerly designated for tennis courts.

Generally, open space areas are intended to function as a network of public pathways, plazas, lawns, and open sitting areas and pavilions, which will draw pedestrian traffic towards the water's edge. The physical treatment of individual open space areas varies throughout the site, and will include open lawns, gardens, shaded landscaped areas, walkways composed of a range of materials and public seating facilities.

In addition to the new one-acre open space at the water's edge and the Lewis Mall extension, other major open spaces will include a waterfront plaza and various lawn areas. The waterfront plaza will be at the end of Clippership Lane, to contain the open-air pavilion associated with the community boating facility. The result of numerous design revisions is a mix of open space areas with easy access to the waterfront for active and passive use and enjoyment by project residents, community residents, and the general public.

An important open space component of the project is the Harborwalk. It will provide a continuous public pathway along the water's edge to establish public access to the harbor. The Harborwalk will contain a varied range of pedestrian amenities, providing visitors with the opportunity to view the Inner Harbor and downtown Boston, to examine interpretive signage and other educational/special interest components, and to rest and relax in any one of a number of open space areas. The portion of Harborwalk closest to Lewis Mall will include areas specifically designed for special public events and performances.

Open space areas on Clippership Wharf have been designed to maximize views from the site and surrounding areas to (and along) the East Boston waterfront, to downtown Boston, Charlestown, and the Bunker Hill Monument. The number and extent of views have been increased since the Draft EIR plan, with a number of visual corridors extending all the way to the water's edge both in a north/south and east/west orientation.

## CIRCULATION AND PARKING

Parking for residents of the market-rate condominiums at Clippership Wharf will be provided underground within the north central area of the site. Placing most parking underground helps preserve a large proportion of the surface of the site as public open space. In addition to the approximately 378 spaces provided underground, 20 private spaces one-half level below the affordable rental units will be available for their use. A total of approximately 95 on-grade spaces will be dispersed throughout the site, generally allocated as follows: 45 spaces for visitors to residences, 20 for private use by affordable condominium units, 15 for private use by the rest of the affordable rental units, 10 for community boating/public use, and 5 for Hines & Smart/public use.

There will be two points of vehicular access onto the development site. The primary entrance will be Clippership Lane with the pedestrian access at Summer Street onto Carlton Wharf, and the secondary vehicular entrance will be at Marginal Street onto Clippership Wharf. Vehicular circulation through the site has been organized to provide clear vehicular pathways from the site entries to central drop-off areas and the underground parking garage. The central turn-around in the middle of the site will provide garage access, will be aligned with Marginal Street and will be accessible by both Clippership Lane and Marginal Street. The garage entrance will be extensively screened for aesthetic purposes by an overhead trellis and by a variety of landscaping materials.

In areas where vehicular access is permitted, pavement and other streetscape materials will be selected to indicate that even these areas are pedestrian priority zones. The site will provide access necessary for emergency vehicles and will be accessible for mobility-limited persons.

## COMMUNITY BENEFITS

The Clippership Wharf development will create community benefits to occur both on-site and off-site. On-site benefits include:

- An affordable housing component to include 55 residences: 20 condominiums priced below market and 35 affordable rental units;
- A 2,000-square foot community room in Building Two available to non-profit community groups at no charge;
- Full accessibility to the site's waterfront and various landscaped waterfront open space including the Harborwalk and benches;
- Security services, equivalent to those provided at Clippership Wharf, for the Heritage Apartments.
- Various publicly accessible open spaces at the waterfront, including a new Lewis Mall Extension;
- Subsidized water shuttle service for the elderly;
- A community boating program.

Off-site benefits of the Clippership Wharf development will include an increase in the city's tax base as well as:

- Approximately $75,000 for the renovation of the fourth floor of the Crossroads Family Shelter;
- $100,000 for the operation of the Crossroads Family Shelter to be paid in equal $10,000 payments over 10 years;

- $25,000 for the operation of the Daily Bread Food Pantry to be paid in equal $2,500 payments over 10 years;
- $50,000 for the operation of a youth drug and recreation program at the Maverick Housing project;
- $20,000 for the equipment for skills and education programs at the Maverick Housing project;
- Approximately $30,000 for a van for youth and adult outreach activities at the Maverick Housing project;
- Tree plantings in Maverick Square.

TABLE II-2
Program Summary*

| Clippership Wharf | |
|---|---|
| Residential | |
| Total Units | 370 |
| Market Rate Units | 315 |
| Affordable (Below Market): | |
| Condominium Units | 20 |
| Rental Units | 35 |
| Water-Related Uses | |
| Hines & Smart Building | 8,000 square feet |
| Hines & Smart Dock | |
| Marina and Pavilion | 20 slips |
| Water Shuttle Dock and Pavilion | |
| Community Boating and Pavilion | |
| Harborwalk | |
| Walkway (along waterfront) | 1,780 linear feet |
| Programming | |
| Pedestrian Amenities | |
| Interpretive Signage | |
| Open Space (Total) | 262,000 square feet |
| On-Site | 218,000 |
| Lewis Mall Extension | 44,000 square feet |
| Parking | |
| Residential | 378 spaces (underground)<br>20 spaces 1/2 level below affordable rental units<br>35 at-grade for affordable rentals and condo residents |
| Visitor, Public, Hines & Smart, Marina | 60 spaces |
| Social Service Component | |
| -- Crossroads Shelter renovation/operation funding. | |
| -- Daily Bread food pantry funding. | |
| -- Maverick youth drug/recreation program funding. | |
| -- Purchase of van for Maverick youth outreach. | |
| -- Heritage Apartments security operation. | |
| -- Maverick Housing project funding for equipment implemented in skills and education programs. | |
| -- Subsidized water shuttle service for the elderly. | |
| -- Free use of a 2,000-square foot community room by non-profit neighborhood groups | |

* All quantities are approximate.

# III

# Development Alternatives

## INTRODUCTION

This Chapter describes the current proposal as it relates to the previous alternatives described in the ENF and Draft EIR. Alternatives evaluated in this Final EIR are: the Clippership Wharf project and the No-Build scenario. In order to provide a full understanding of the planning principles which underlie the Clippership Wharf Project, this Chapter describes both the historical land-use context from which the proposal originated, and the process of state, city, and community-level planning input by which the project has evolved.

## HISTORICAL CONTEXT

### PAST SITE LAND USE

Due to the site's waterfront location, its history and usage has been related primarily to shipping and warehousing. Structures were present on-site as early as the 1850s, and from that period until the 1970s. The site's principal occupant during this period was the National Dock and Warehouse Company, which used portions of the property from the late 1800s until 1973 for receipt and warehousing of maritime cargo in association with the active railroad lines available at that time. The site was also used by the company for ship repair. The company closed its operation during the early 1970s due to factors such as shallow water depth and the termination of area railroad service.

Since the 1880s, there have been a variety of one- to seven-story wood and brick sheds (with heights up to 90 feet), shops, warehouses, and related buildings on the property. Activities occurring on-site during this period included flour milling, machinery repair, coal storage, furniture repair, wool wholesaling, and lime and cement sales.

In 1968, the Hines & Smart Corporation leased a portion of the site for use as a lobster wholesale facility. During the 1960s, the site was also the location of the Boston "1800" Restaurant. The restaurant was destroyed by fire during the 1970s, as were a number of ancillary buildings on-site not long after. Since that time, the site has remained primarily vacant, with only the Hines & Smart Corporation actively using the property.

## RECENT SITE DEVELOPMENT PROPOSALS

Since the early 1970s, a variety of redevelopment plans have been proposed for the site by both private and public entities. With the exception of the current plan for Clippership Wharf, none of these proposals have been pursued. Reasons for this lack of redevelopment activity have included community opposition to plans proposed, high development costs associated with difficult physical conditions on-site, and financial difficulties faced by proponents of site redevelopment.

During the early 1970s, the Holiday Inn Corporation acquired a zoning variance to construct a 400-500 unit, 10-story hotel on the site. However, the hotel construction was not pursued and the variance was allowed to lapse. In 1973, the East Boston Community Development Corporation proposed a 400-500 unit residential project for the site, but also did not proceed with their plan. In 1980, The Macomber Company proposed construction of approximately 150 townhouse units on-site, but eventually found its proposal to be infeasible due to difficult site conditions and related development costs. In 1983, the Boston Archdiocese held an option to purchase the project site, and examined the property for its potential as a location for a lobster co-op facility. However, plans for the co-op facility were not pursued at this site, and the option expired.

# EVOLUTION OF CLIPPERSHIP WHARF PROPOSAL

## INTRODUCTION

The plan for Clippership Wharf which is currently proposed and documented in this Final EIR is the product of three years of review and revision in response to public agency and community comments. An early form of the project was the subject of community meetings in 1985, and it was described in the project's Environmental Notification Form in January of 1986. A substantially revised project was then documented in the project's Draft EIR in September 1986. The project documented in this Final EIR represents still further refinements. This process of evolution of the proposed Clippership Wharf project is described in the following section.

## ENF PLAN

The Proponent's initial plan for development of the project site was presented in an Environmental Notification Form (ENF) submitted to the Executive Office of Environmental Affairs on January 31, 1986. That document proposed creation of 475 residential units.

The initial development plan was submitted with the title of "Harbor Landing." This name was subsequently changed to "Clippership Wharf" in order to avoid confusion with several other area projects and to better capture a sense of the site's maritime heritage. The 475 residences originally proposed under this plan were to consist of condominium and rental units and townhouse structures to be constructed within long wharf-like buildings and smaller townhouse structures. The residences have since been redesigned with a reduced residential program, heights, scale and massing.

The ENF plan included above-grade parking structures in the northern portion of the site (which have been subsequently replaced by lawns), public walkways extending along only portions of the water's edge, townhouse units at the current location of the community boating facility, and a pedestrian bridge crossing the lagoon area.

## DESIGN REVISIONS LEADING TO THE DRAFT EIR PLAN

Following submission of the initial ENF plan, the Proponent held a series of meetings with representatives of pertinent public agencies and neighborhood review groups. These consultations included a range of state agencies such as the Department of Environmental Quality Engineering and the Massachusetts Coastal Zone Management Office, City agencies such as the Traffic and Parking Department (subsequently the Boston Transportation Department) and Boston Redevelopment Authority, and various local community groups and representatives. After receiving a wide range of comments from these groups, the Proponent decided to revise the plan to better reflect certain priorities of these project reviewers. Maximum building height was reduced from 10 stories to seven stories plus a loft within a mansard roof. Other priorities included the further provision of publicly accessible open space, strengthening of the site's "destination value" for attracting public use, retention of key visual corridors, and minimization of at-grade parking and on-site vehicular circulation near the water's edge.

The Proponent established a series of planning and design objectives to be used in guiding the redesign effort. The Draft EIR describes these planning/design objectives and the specific revisions made to improve the initial plan (DEIR Chapter III). In many cases, such changes entailed significant construction cost premiums beyond those of the initial ENF proposal. The result of this process was a new, refined plan which provided a reduced building program, an improved system of public access with two site entrances, reduced building height and site coverage, and improved visual access through and across the site.

## DESIGN REVISIONS LEADING TO THE FINAL EIR PLAN

Subsequent to the publication of the Draft EIR, further revisions were made to address public and agency concerns. Substantial building reductions were completed to achieve a greater amount of open space. Massing was also reduced, creating new pedestrian walkways. The reorientation and relocation of buildings on-site has also created a dramatic visual corridor along Marginal Street to the Bunker Hill Monument. Reorientation and reduction in size of the marina resulted in the elimination of the need for dredging.

The extensions of Lewis Mall to the waterfront and the new one-acre open space at the water's edge were added to increase the amount of publicly-accessible open space at the water's edge. A water shuttle, shuttle landing and community boating facility were added to increase the on-site community facilities. The community boating facility replaces the previously proposed museum ship, which is no longer proposed due to community objections. Pavilions were created as ancillary landside facilities to enhance water-related activities. The water shuttle pavilion will contain a heated waiting room, restrooms and ticket office. The community boating pavilion will contain an open-air upper level and an enclosed room below. An affordable (below-market rate) housing

EXHIBIT III-1

# Revision to Draft EIR Plan, Resulting in Current FEIR Plan

Reduce total number of units.

Create new affordable (below-market) housing.

Move lobster facility to west edge of site.

Replace fenced tennis courts with open space.

Create a marina which does not require dredging.

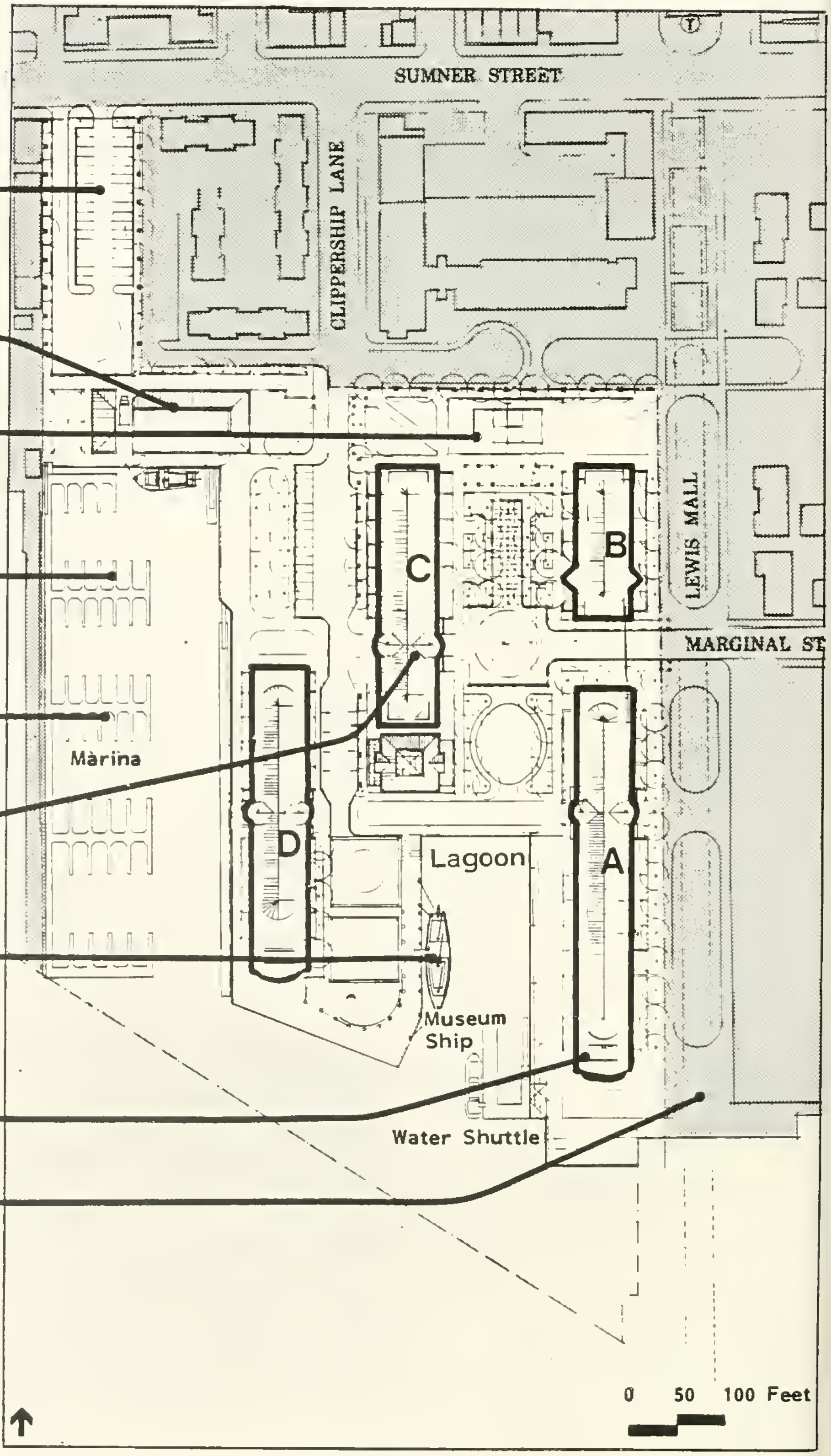
Provide a wave attenuator.

Relocate buildings to establish view corridor to Bunker Hill Monument.

Replace Museum ship with community boating and associated pavilion.

Create new one acre open space at the water's edge.

Extend Lewis Mall to the water's edge.



component has also been incorporated since the publication of the Draft EIR. It will consist of 55 units--35 rental units on Carlton Wharf and 20 affordable condominiums on Clippership Wharf.

These changes reflect to a great measure the impact of the East Boston community as expressed by the East Boston Planning and Zoning Advisory Committee (PZAC). The PZAC is a broad-based organization of community representatives appointed by the Mayor to review this and other development projects proposed for East Boston.

The East Boston PZAC was originally formed as a local review and advisory body in conjunction with the City's comprehensive zoning review of the East Boston area. Because the PZAC comprises a cross-section of the East Boston neighborhood, including representatives of various existing community and civic organizations as well as members offering a broad range of technical knowledge and experience, the Mayor asked the East Boston PZAC to act in an advisory capacity to the City in regard to plans for Clippership Wharf.

In order to conduct an in-depth review of the Clippership Wharf development proposal, the PZAC organized three subcommittees, each with a different focus. These subcommittees addressed transportation and the environment, design and public access, and affordable housing and community benefits. (The reports and recommendations of these PZAC subcommittees are presented in Appendix A). These subcommittees allowed for input not only from PZAC members, but also from other interested members of the community.

For more than a year, the PZAC met at least once per month, and often more frequently. Simultaneously, numerous meetings of the subcommittees were held. Each PZAC meeting was publicly advertised, and allowed for public participation and input. Also during this period, PZAC members consulted on an ongoing basis with BRA staff and representatives of other pertinent city departments.

Throughout this process, the Proponent participated as requested by the PZAC, presenting plans, listening to comments and criticisms, and responding with revisions to the Clippership Wharf proposal. The product of this process is a plan for the project that is substantially changed by comparison to the project documented in the Draft EIR.

TABLE III-1
Project Modifications Reflected in the Final EIR Plan

| Planning/Design Objective | Plan Revision Action (compared with Draft EIR Plan) |
|---|---|
| Reduce Total Building Program | Reduced number of residences from 400 to 370 |
| Reduce Building Massing | Residential Building heights reduced from previous range of 7 to 10 stories to 4 to 7 plus a loft within a mansard roof. Redesign of buildings to create a greater number of smaller structures. |
| Incorporate affordable housing into the project | Fifty-five units of affordable (below market) housing units created, including rental units and condominiums. |
| Create more public open space at the water's edge. | New one-acre open space created at the water's edge adjacent to Lewis Mall and Building Four to contain water shuttle landing, pavilion, performance and seating areas. |
| Provide better pedestrian extension from Maverick Square to the project water shuttle and the water's edge. | Extension of Lewis Mall from Marginal Street to the water's edge. |
| Facilitate greater ability for circulation through site. | Elimination of tennis courts and associated fencing with replacement by lawn areas; Reduction of building size and creation of walkways between. |
| Reduce auto circulation to/near pedestrian areas. | Entrance from Sumner Street onto Carlton Wharf made exclusively for pedestrians. |
| Establish lateral views along Harbor as well as across Harbor. | Creation of a new visual corridor along Marginal Street to the Bunker Hill Monument. |
| Provide ancillary landside facilities for water-related activities. | Creation of new landside pavilions for water shuttle, marina and community boating facility. |
| Provide more on-site facilities for community use. | Incorporated a community boating facility and community room in Building Two. |

On December 9, 1987, the PZAC concluded its initial review of the Clippership project and voted 13 to 1 to approve the project, finding it to be consistent with and beneficial to community goals. This endorsement was expressed as an official recommendation to the BRA Board to approve application by the Proponent for a Planned Development Area (PDA). The endorsement was accompanied by a report from each of the subcommittees (see Appendix A) regarding planning objectives for the project relevant to each subcommittee's particular area of focus.

The Proponent is committed to continuing to work closely with the PZAC as project planning proceeds. Consultation and cooperation with a variety of other community groups has also occurred as part of this planning process, and will be continued. These groups include the Heritage Apartments Tenants Council, the Maverick Tenants Council, the East Boston Land Use Council, Jeffries Point Neighborhood Council, East Boston Chamber of Commerce, Maverick Square Merchants Association, the Holy Redeemer Parish, and various social service groups.

## ALTERNATIVES

### INTRODUCTION

The two alternatives addressed in this Final EIR were determined as a result of the Scoping Certificate issued by the Executive Office of Environmental Affairs (EOEA) on March 13, 1986 for this project, and as a result of the process of revision and refinement which the initial development plan has undergone. The Scoping Certificate had requested analysis of a No-Build Alternative, of the project as described in the Environmental Notification Form (ENF), and of a Reduced Density Alternative. However, the plan described in the ENF has been significantly reduced in its density with substantially fewer residential units, greater provision for public access, reduced building heights and underground parking. The plan originally described in the ENF is no longer actively proposed.

The EOEA has determined that the revised development plan for Clippership Wharf now satisfies requirements for a reduced density alternative. Because the original ENF plan is no longer proposed and the Draft EIR has been revised, this Final EIR addresses only two future scenarios for the site: the No-Build Alternative and the Clippership Wharf Project in its reduced density form.

## NO-BUILD ALTERNATIVE

The No-Build Alternative is included in this analysis in order to compare effects of proposed development with the effects of maintaining existing conditions on-site. This alternative assumes that no redevelopment activity will occur on-site. Existing site conditions are described in detail in Chapter II (Project and Area Description).

Briefly, existing conditions on-site consist of a combination of filled land and wharves composed of dilapidated wooden decking supported on piles. The site is currently vacant and unused, with the exception of the Hines & Smart Corporation, a lobster wholesaling company located at 33 Clippership Lane. Hines & Smart's facilities are housed within a long one-story building situated along the water's edge and beside a paved parking and truck dock area. The Hines & Smart facility would be expected to remain on-site as part of the No-Build Alternative, although the company has expressed some degree of interest in relocation within a proposed centralized lobster facility within the nearby Massport piers area (see Chapter IVD - Water-Related Activities).

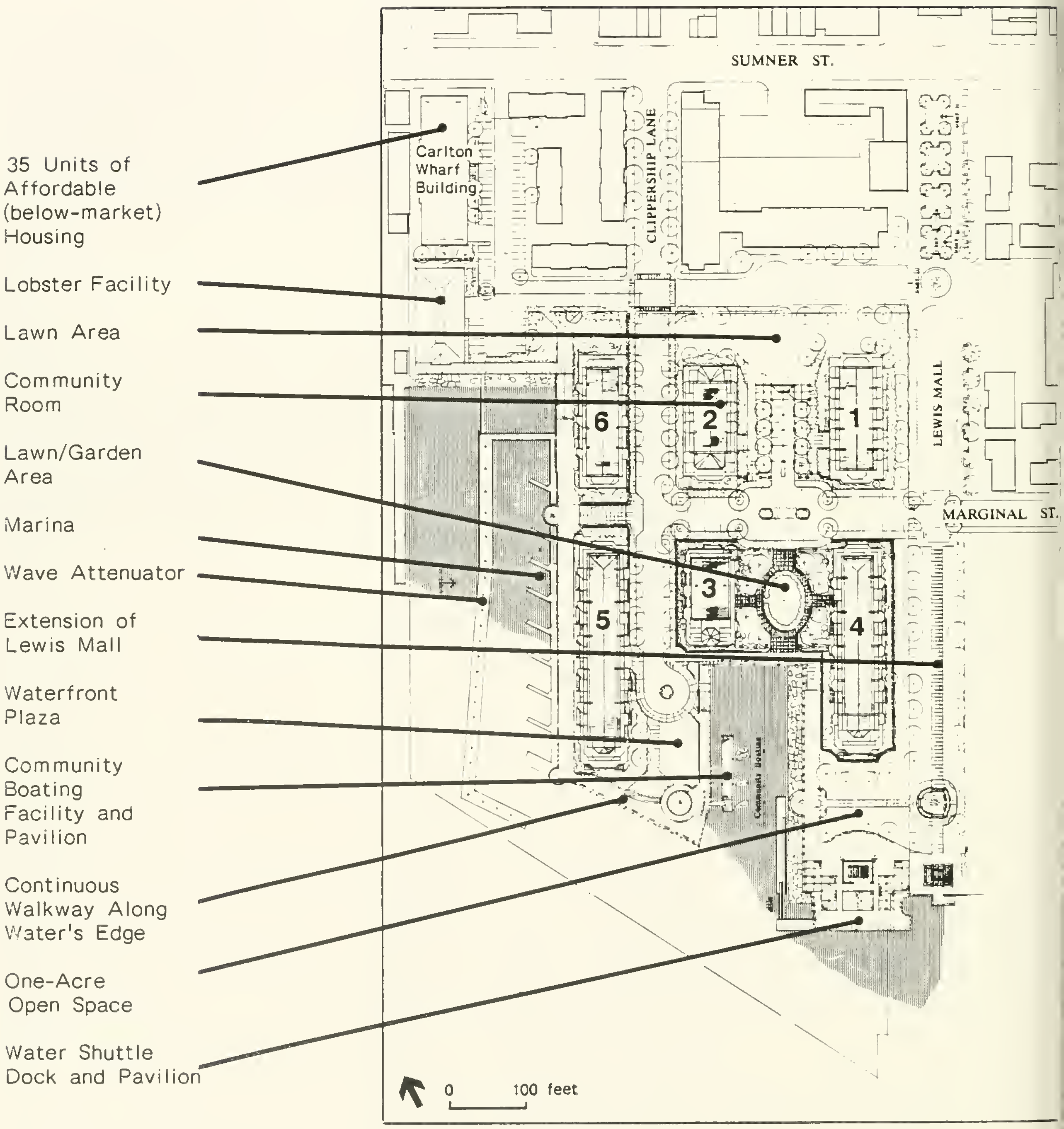
Seawalls varying from good to poor condition are visible in several locations around the site, roughly forming the outer limit of the filled areas beneath the wharves. The wooden wharves and piles are generally in a dilapidated and thoroughly unsafe condition. The paved areas of the site are extensively cracked, with abundant grass and weeds. The unpaved areas of the site are also overgrown with grass and weeds. Remnants of building floor slabs and walls are also present at the ground surface at many locations on the site, indicating locations of former structures.

In addition to the current unattractiveness of the site, the No-Build Alternative would assure the continuity of a number of other undesirable environmental conditions which would be rectified as a result of proposed development. It would also prohibit the community residents and the general public from access to the waterfront. The chain link fence that surrounds the site would have to remain to protect people from the site hazards such as sinkholes and collapsed decking, and a lack of area supervision due to a lack of active use of the property. The effect of proposed development on these and other existing conditions is described in Chapter IV (Environmental Issues).

## CLIPPERSHIP WHARF

The Clippership Wharf Project will be comprised of a mix of residential uses including an affordable housing component, publicly accessible open space areas, and water-related facilities and public activities. Specific programmatic elements of the plan are itemized in Table II-2, and are described in detail in Chapter II (Project and Area Description).

EXHIBIT III-2
Clippership Wharf: Annotated Site Plan


35 Units of Affordable (below-market) Housing

Lobster Facility

Lawn Area

Community Room

Lawn/Garden Area

Marina

Wave Attenuator

Extension of Lewis Mall

Waterfront Plaza

Community Boating Facility and Pavilion

Continuous Walkway Along Water's Edge

One-Acre Open Space

Water Shuttle Dock and Pavilion

EXHIBIT III-3
Clippership Wharf: Access and Parking

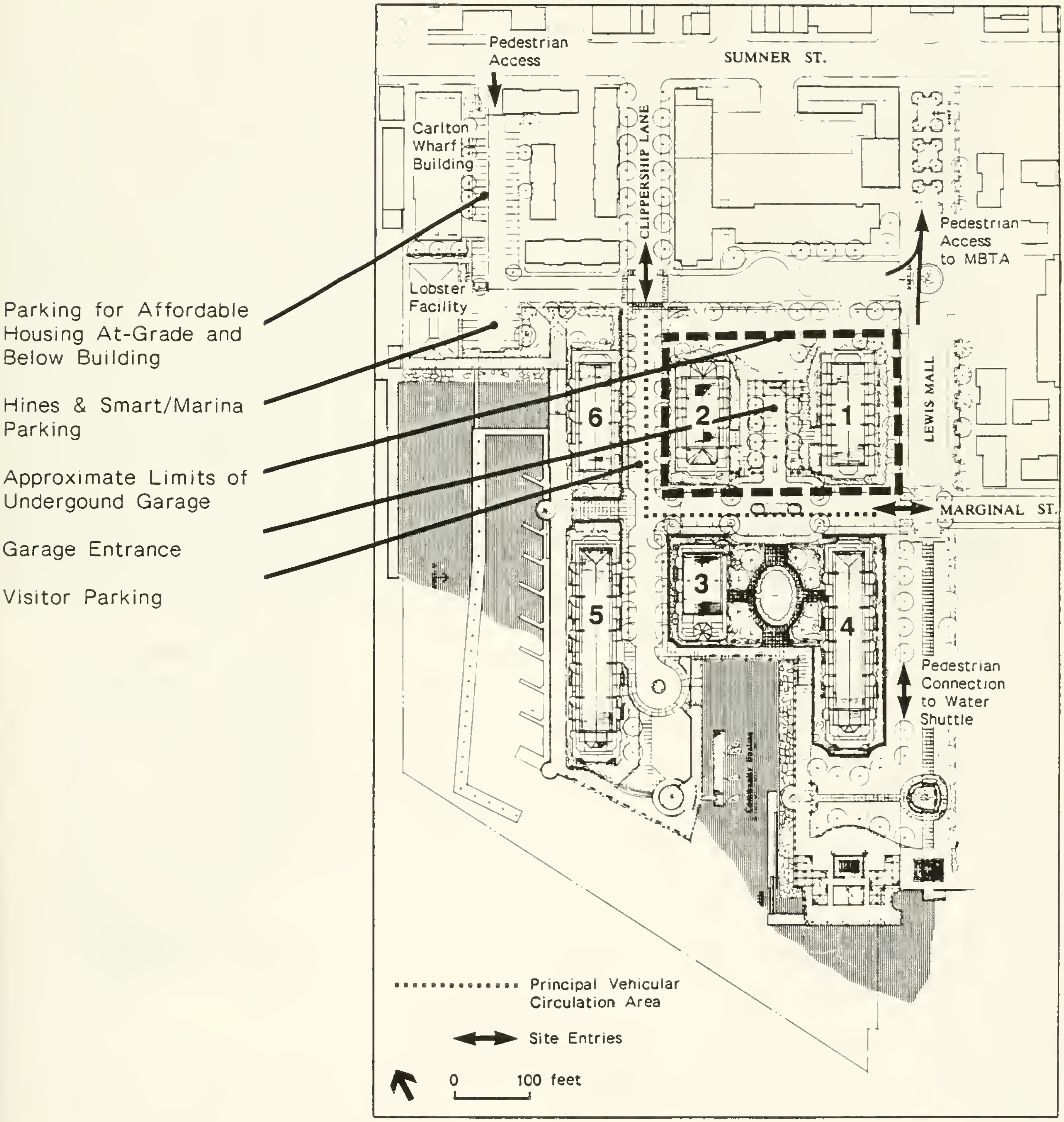

Parking for Affordable Housing At-Grade and Below Building
Hines & Smart/Marina Parking
Approximate Limits of Undergound Garage
Garage Entrance
Visitor Parking
Pedestrian Access
SUMNER ST.
Carlton Wharf Building
CLIPPERSHIP LANE
Pedestrian Access to MBTA
Lobster Facility
LEWIS MALL
MARGINAL ST.
1
2
3
4
5
6
Pedestrian Connection to Water Shuttle
Principal Vehicular Circulation Area
Site Entries
0
100 feet

EXHIBIT III-4
Clippership Wharf: Setbacks and Building Heights

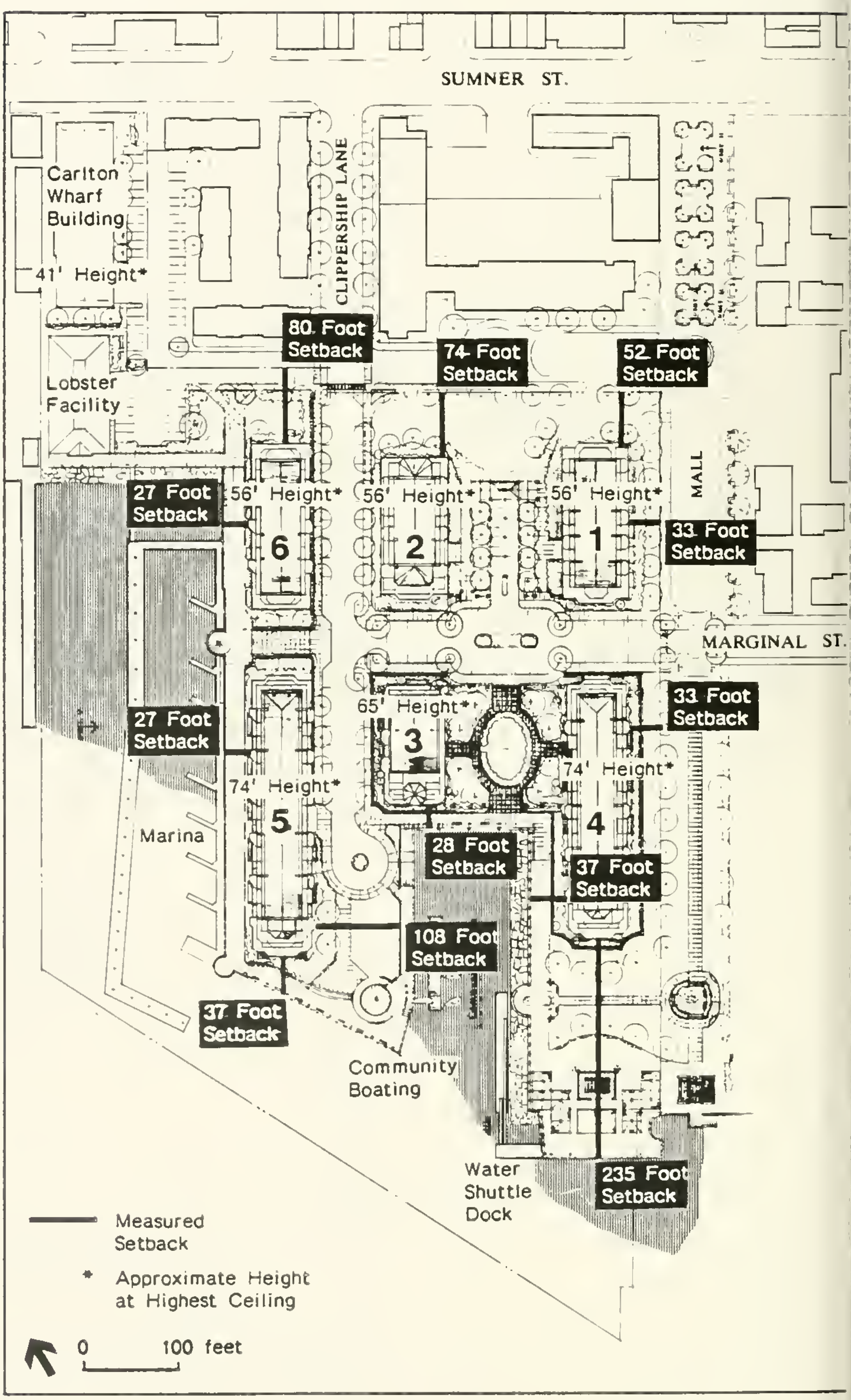
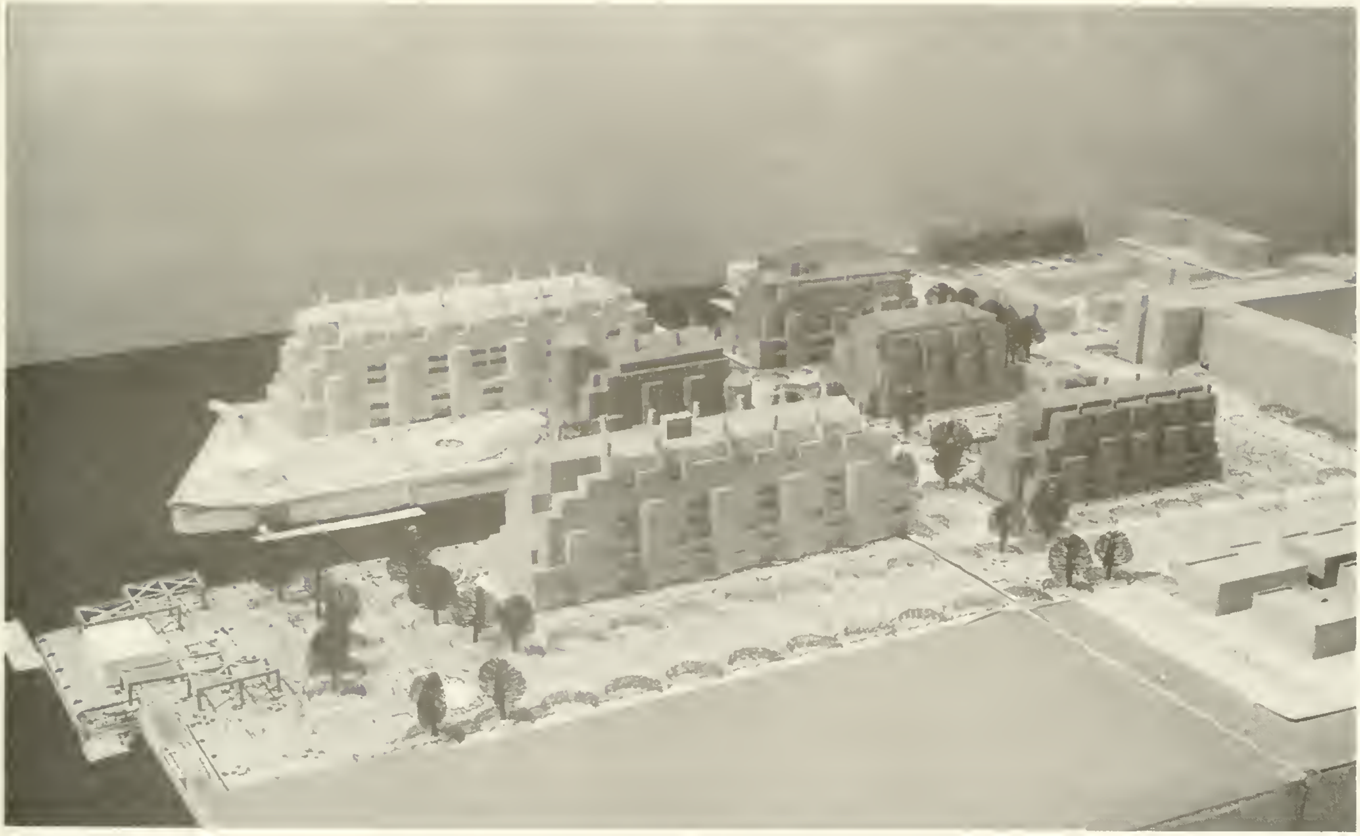


EXHIBIT III-5
Model Photograph



# IV Environmental Issues

## INTRODUCTION

Pursuant to the Scoping Certificate for this Final EIR. this Chapter addresses the following environmental issues in relation to the proposed Clippership Wharf project:

A. Transportation
B. Visual Quality
C. Public Access
D. Water-Related Activities
E. Tidelands and Public Purpose
F. Water Quality
G. Construction

Chapter VI (Response to Draft EIR Comments) addresses specific questions asked as a result of the Draft EIR analysis, and includes a range of topics in addition to those listed above.

## INTRODUCTION AND METHODOLOGY

The potential traffic impact of the proposed project was analyzed on the basis of the MEPA Certificate on the Draft EIR, on related comments responding to the Draft EIR, and on other pertinent comments received through the City-based Transportation Access Plan (TAP) process. The TAP process included City officials and community residents via a City-sponsored Planning and Zoning Advisory Committee (PZAC) process. The East Boston PZAC has now endorsed the project as currently proposed. The primary transportation issues associated with the proposed development were:

- Vehicular traffic generated by the proposed project and its potential effect on project area streets and intersections;
- Transit passenger volumes likely to be generated by Clippership Wharf in the context of subway, bus, and water shuttle usage;
- The project's parking supply and demand, and its relationship to the issue of on-street parking in the general site area.

The vehicular traffic issues were analyzed by utilizing four basic traffic analysis steps:

- An assessment of existing traffic volumes;
- Generation of projected site traffic volumes;
- Distribution of site traffic volumes; and
- An assessment of future traffic volumes. Other potential developments in the project area and associated background traffic growth were factored into the projected traffic volumes.

Residential projects generate their maximum traffic volumes during the weekday morning and evening peak hours when site dwellers are commuting either to or from work. Midday or weekend vehicular trips are generated at lower rates and occur during off-peak commuting periods. Thus, the weekday morning and evening peak hours were considered the relevant time periods for analysis to determine the largest potential impact of the proposed development site on the East Boston street system. Only the housing component of the project was used in the traffic analysis because other components of the project, such as the lobster facility and the public visitation of the project's waterfront area, do not contribute any significant weekday morning and evening peak traffic volumes.

Data for these various analyses were collected from a variety of sources including the City's Transportation Department, the State Department of Public Works, Massport, the U.S. Census Bureau, and data collected by the consulting team members.

The study area for this analysis (Exhibit IV A-1) was defined on the basis of the Secretary's Scoping Certificate for this project (Appendix B), and was expanded to address not only the project's potential effect on the local Maverick Square area, but also to address points at which major area transportation facilities connect with local East Boston roadways. The horizon year for this analysis is 1990, the earliest point at which the project could be completed.

## DESCRIPTION OF THE ENVIRONMENT

### VEHICULAR ACCESS

The site is located on the southernmost portion of East Boston, with Boston Inner Harbor immediately to the south. Vehicular access to the site is provided by a series of major streets to the north.

The site is entered off Sumner and Marginal Streets. The project area -- particularly south of Porter Street -- does not have any regional or through connectors. As a result, traffic volumes tend to be locally oriented. Several critical streets, including Bremen, Chelsea, Bennington, Meridian and Border Streets connect the project area to the rest of the metropolitan Boston area. North of Porter Street, access is available from the Sumner/Callahan Tunnels connecting to the south, and from Route 1A (the East Boston Expressway) to the north.

EXHIBIT IV A-1
Transportation Study Area

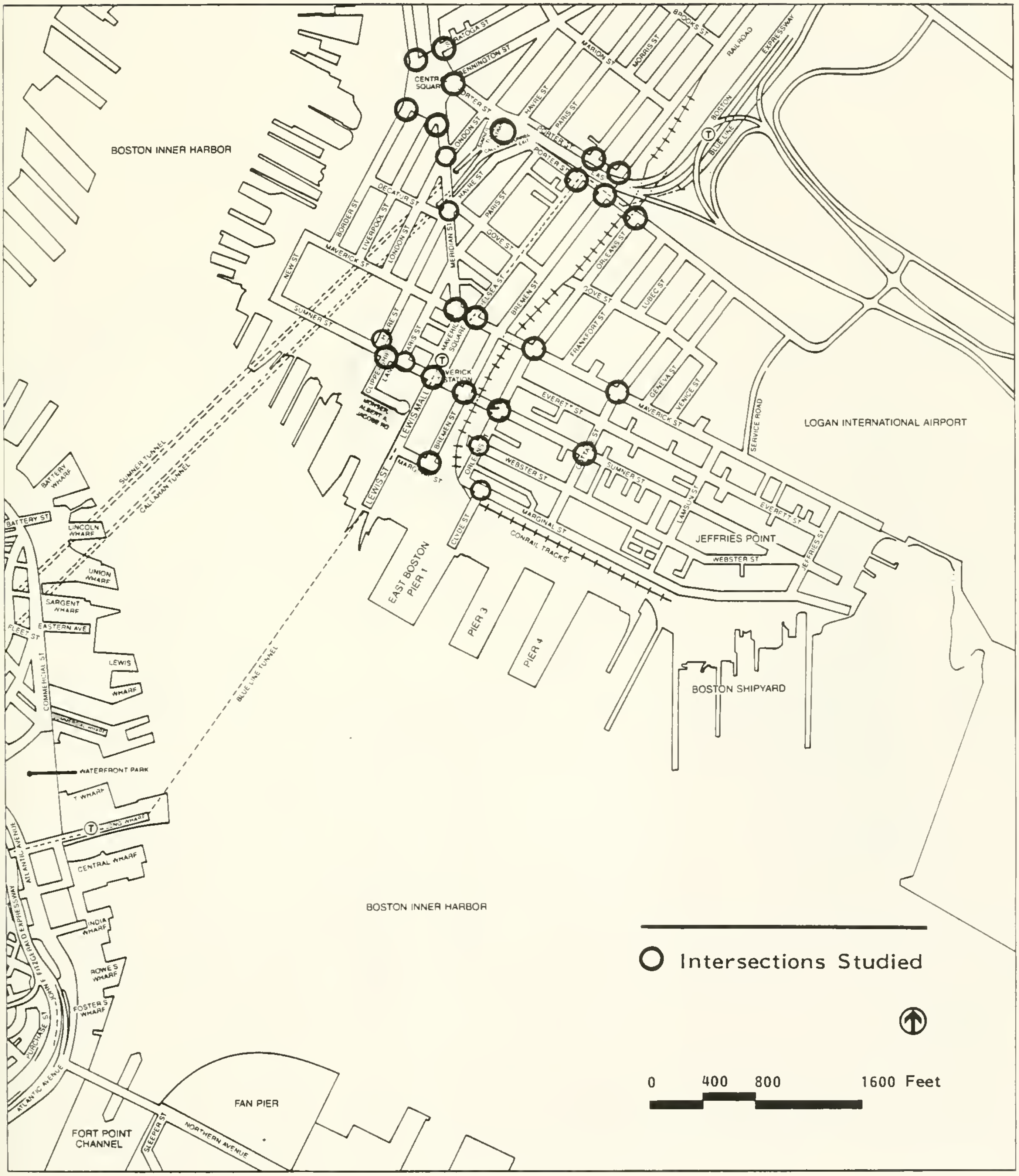
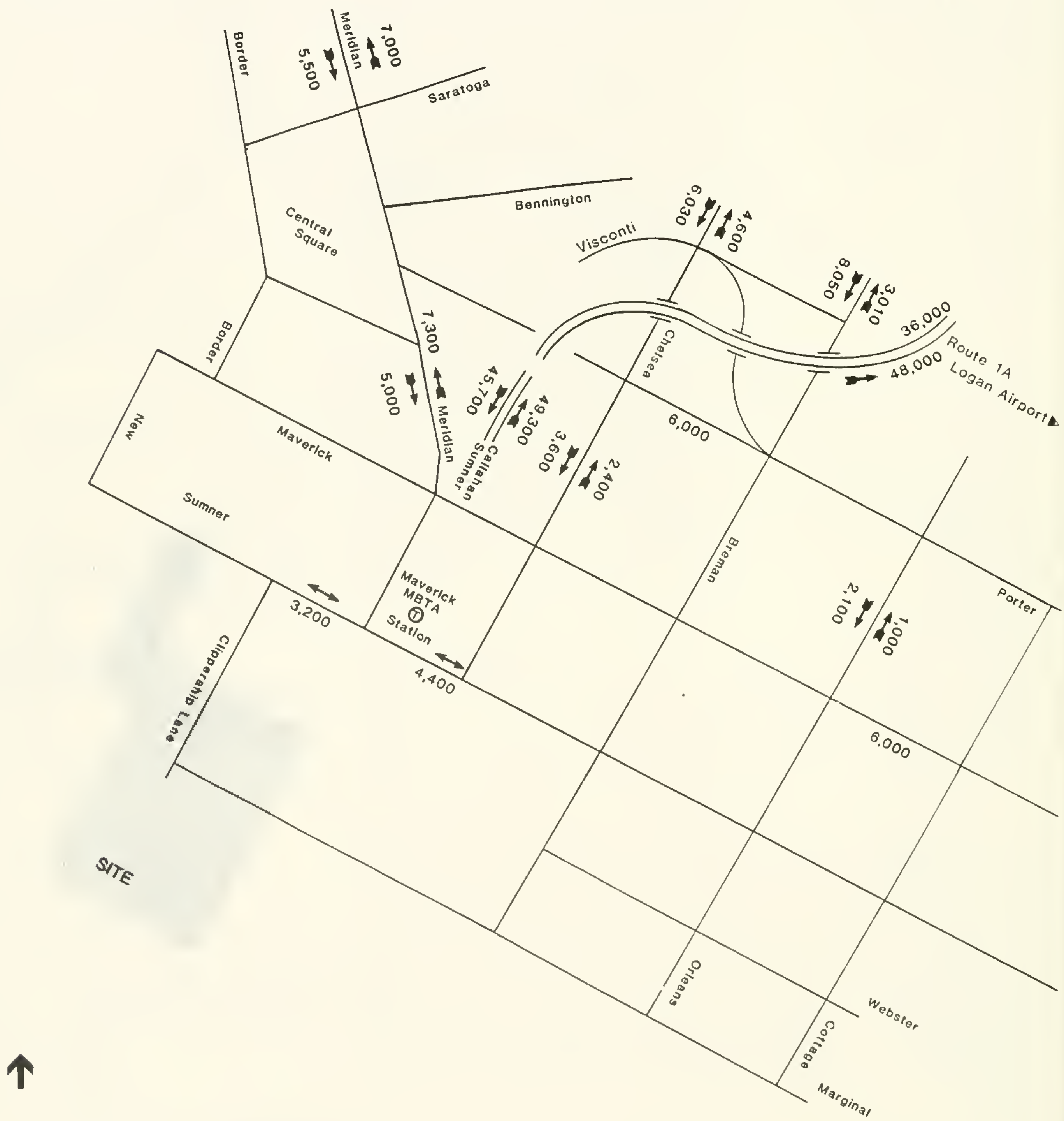


EXHIBIT IV-A-2
Existing ADT



## EXISTING AVERAGE DAILY TRAFFIC VOLUMES (ADT)

Exhibit IV A-2, Existing Average Daily Traffic Volumes, (ADT) shows the daily (24 hour) traffic volumes on the major streets in the study area. These volumes were collected in August, 1984 by a traffic consultant for Massport for studies of access to Logan Airport. In response to a comment in the MEPA Draft EIR Certificate (see Chapter VI, Comment #1.2) it is noted that, while peak period traffic counts were made of over 24 intersections, independent ADT data was not collected because of the nature of the project (a residential development with predominantly peak period impacts).

The data in Exhibit IV A-2 indicates that on Sumner Street in front of the site, volumes range from 3,200 to 4,400 vehicles per day. These are relatively low volumes, indicative of a local neighborhood type of street. North of Maverick Square, volumes begin to increase somewhat, with two-way daily volumes of 12,300 on Meridian Street, 6,000 on Chelsea Street and only 3,100 on Orleans Street. The higher volumes on Meridian and Chelsea Streets are indicative of the collector nature of these streets, connecting to larger portions of East Boston and extending to other municipalities. The low volumes on Orleans Street indicate that it is essentially a local neighborhood street.

North of Porter Street, the ADT volumes increase again, with two-way daily volumes of 12,500 on Meridian Street, 10,630 on Chelsea Street, and 11,060 on Bremen Street. This indicates the intercommunity and arterial nature of these streets as they connect with Chelsea, Revere, and other communities to the north.

The Sumner/Callahan Tunnels and Route 1A also intersect at Porter Street, and make major arterial connections both to the north and the south. The Sumner/Callahan Tunnels carry an ADT of some 96,000 vehicles per day to points south, and Route 1A carries some 84,000 vehicles per day to points north, including Logan Airport. These latter two facilities are the major arterials connecting this portion of East Boston to the metropolitan region.

The neighborhood street system in East Boston predates the advent of motorized vehicles. Because most of the land parcels were developed 50 or more years ago, and many consist of attached 3 to 4 story residential and commercial structures, on-site parking is seldom available to an extent which reflects current parking demands. This translates into the need to use almost all street curb lanes for parking for nearby uses. In effect, only one travel lane in each direction is available on most local streets in the study area.

## EXISTING PEAK HOUR TRAFFIC VOLUMES

To determine weekday peak hour traffic volumes on streets potentially affected by the proposed project, field counts were made of traffic volumes at 27 intersections in the study area. The majority of the counts (23) were made during the months of June and July, 1986 for two-hour periods; from 7:00 to 9:00 in the morning and from 4:00 to 6:00 in the evening. The count information was tabulated at 15-minute intervals, and the highest consecutive four 15-minute intervals were summed to arrive at the peak hour volume for each intersection. These original 23 counts were made for the preparation of the Draft EIR. Subsequent to the publication of the Draft EIR and as a part of the preparation of the City's Transportation Access Plan (TAP), additional counts were made at several intersections (on Paris and Havre Streets) as a part of analyzing effects on these streets.

Exhibit IV A-3, (Existing Traffic Volumes, AM Peak Hour) and Exhibit IV A-4, (Existing Traffic Volumes, PM Peak Hour) display the peak hour traffic volumes for the counted intersections in the study area. In general, volumes are greater north of Porter Street, and are smaller south of Maverick Square and towards the Jeffries Point area.

The MEPA Draft EIR Certificate comments that the existing traffic volumes are incompletely presented (see Chapter VI, Comment #1.1). Copies of the actual intersection turning movement count data were submitted to the City's Transportation Department for their use and for future historical information. A copy of this intersection count data is now included in Appendix C of this Final EIR.

As noted before, the 1984 Massport data used in this analysis was ADT information which was not used for the

EXHIBIT IV-A-3
Existing AM Peak-Hour Volume

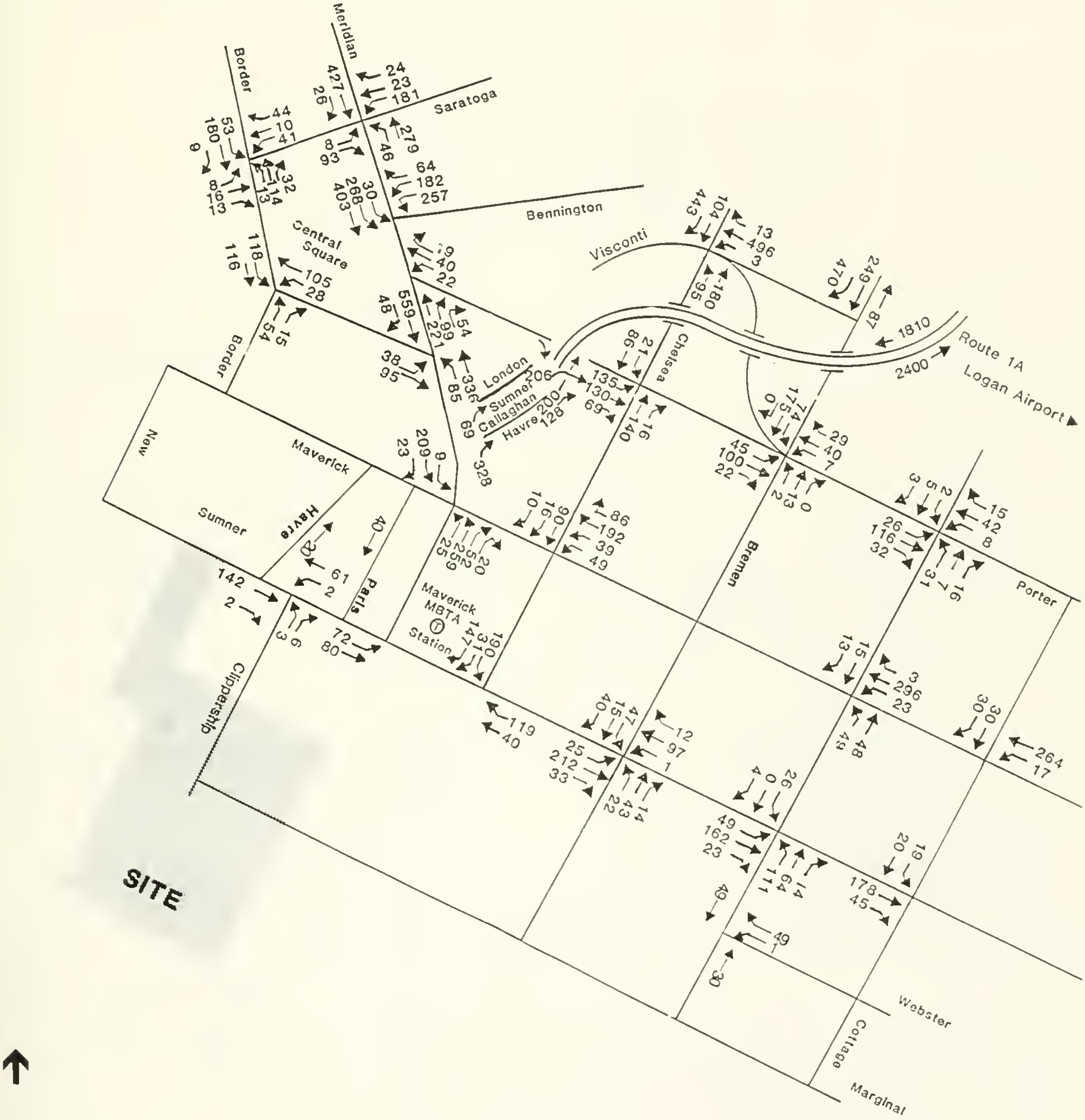
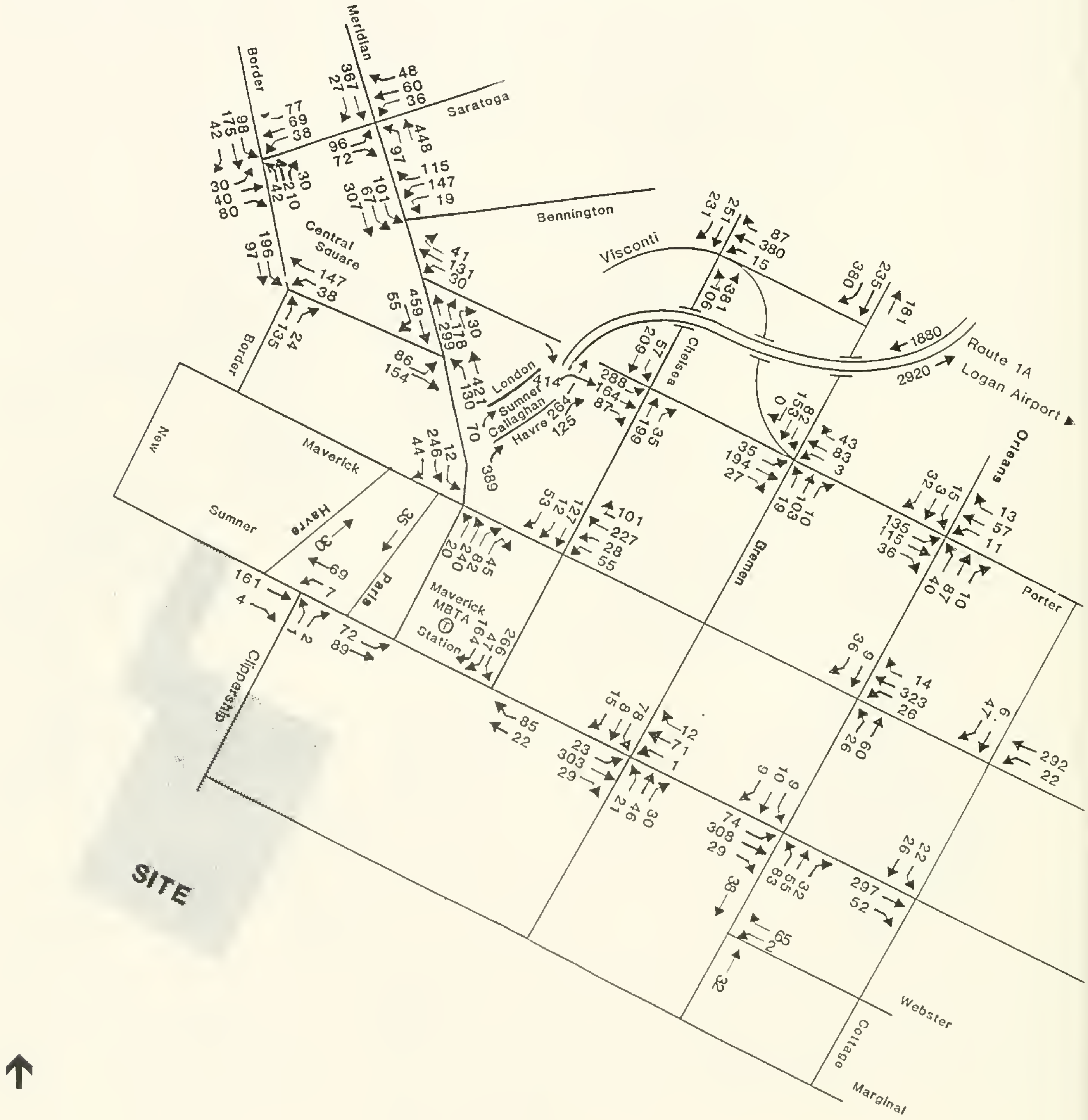


EXHIBIT IV-A-4
Existing PM Peak-Hour Volume



intersection analyses, but rather to note the daily traffic volumes on several of the major streets within the study area.

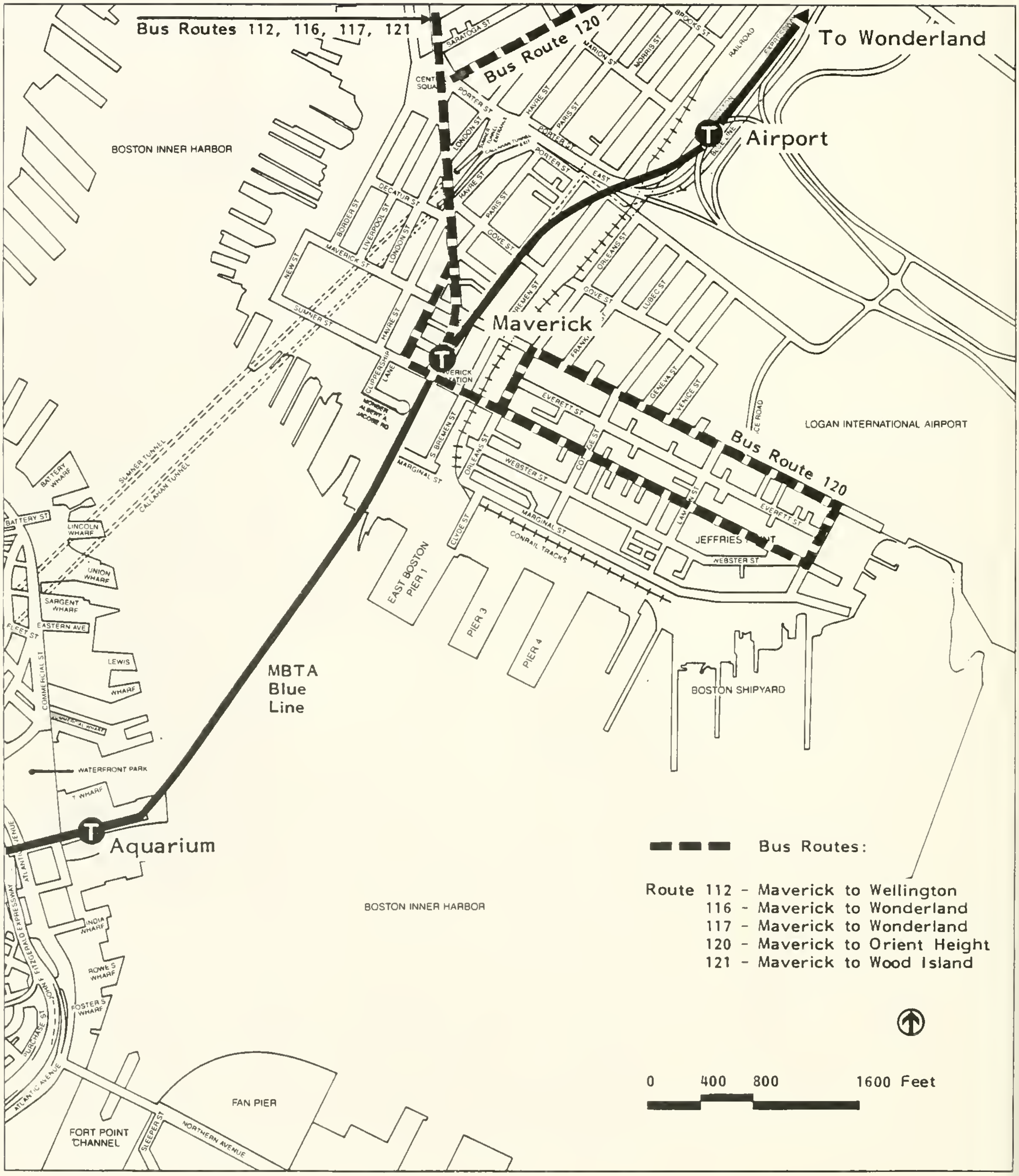
The MEPA Draft EIR Certificate also asks whether the June-July counts are representative of average annual traffic and whether Friday PM peak periods should have been used to ensure a conservative, worst case analysis (see Chapter VI, Comments #1.3 and 1.4). A search of the intersection count data on file at the City's Transportation Department includes relatively few prior counts made at the intersections studied in this EIR. Of those few counts that were found, many were between 5 and 20 years old and were not useful in determining annual representativeness. While there is some value in using Friday PM counts for some types of analyses (such as a shopping center site), the residential nature of this project does not warrant using Friday PM counts. In addition, the great majority of the intersections studied are somewhat removed from the major arterials and the Tunnel portals. At these arterials and Tunnel portals, the net addition of project traffic is in the order of one percent, an essentially negligible amount considering the daily variation in traffic volumes at these locations. Thus, the 27 intersection turning movement counts made are satisfactory for the purposes of the type and location of this project.

## TRANSIT

The development site is located within immediate proximity of the Maverick Square station on the MBTA's Blue Line rapid transit line. The Blue Line is the MBTA's major rapid transit link to the North Shore. It runs from the Wonderland terminal station (in Revere) through Revere and East Boston to downtown Boston terminating at Bowdoin station in Government Center.

From Maverick Square, the Blue Line runs under Boston Harbor and serves four downtown Boston stations: Aquarium which provides access to the waterfront and lower financial district; State which provides access to the upper portions of the financial and retail districts; Government Center which provides access to the upper portion of downtown Boston; and Bowdoin which

EXHIBIT IV-A-5
Transit Routes



provides access to private and governmental offices near Beacon Hill.

One stop north of Maverick Station on the Blue Line is the Airport Station, providing access to Logan Airport. From the Airport Station, Massport provides free shuttle bus service to major destination points within the Airport.

The travel time to downtown Boston from Maverick station is normally very short, approximately 10 minutes. It is expected that many existing residents who work in downtown Boston will continue to take advantage of this rapid transit service and that many future project residents will also utilize this means of accessing the downtown area.

In addition, the MBTA operates the following five bus routes out of Maverick Square which service the general East Boston area and make connections to Chelsea, Everett and Revere:

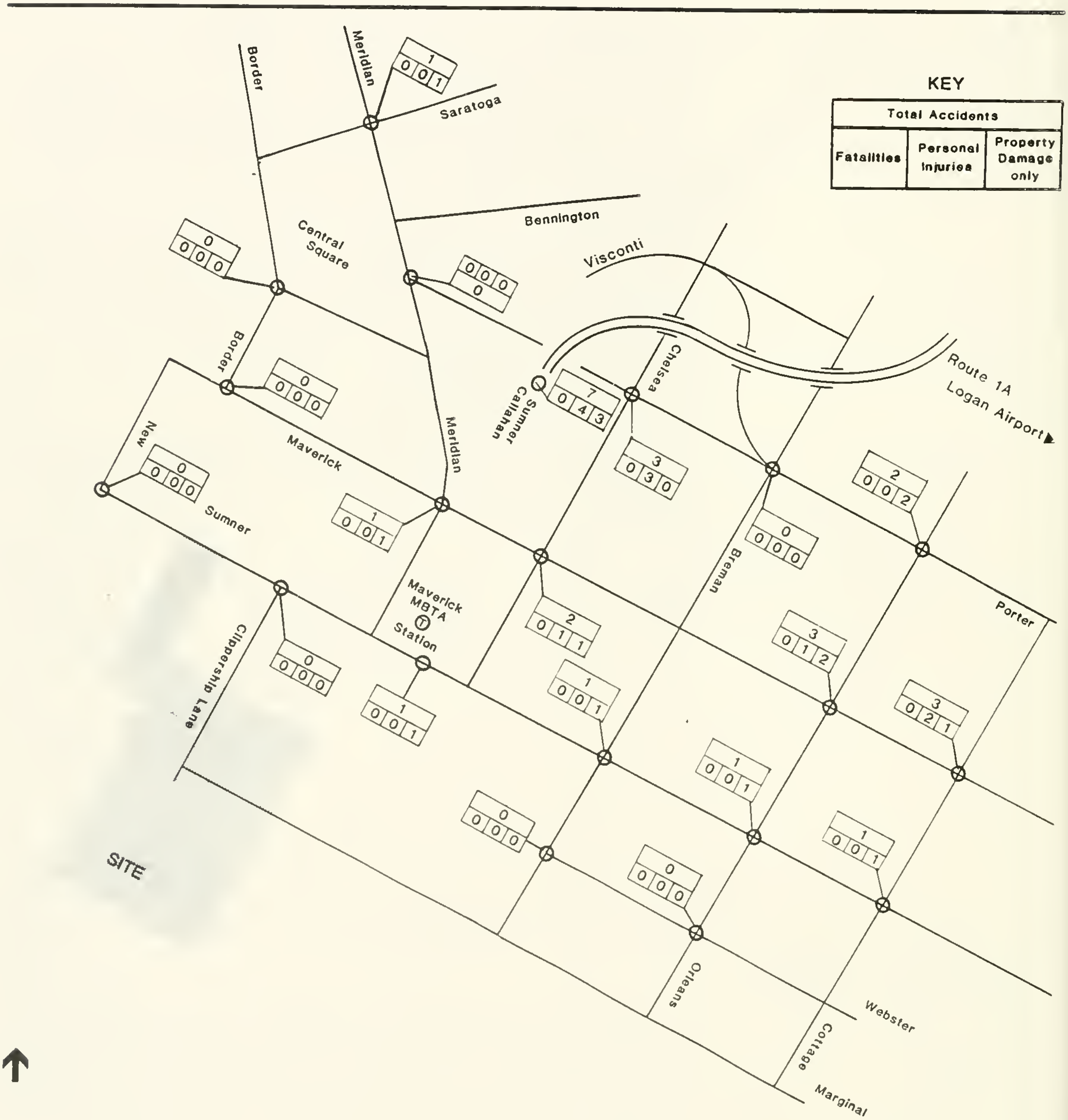
- Route 112 - Maverick/Wellington
- Route 116 - Maverick/Wonderland
- Route 117 - Maverick/Wonderland
- Route 120 - Maverick/Orient Heights
- Route 124 - Maverick/Wood Island

## PARKING

Because the Maverick Square area was established during a time when automobile traffic was unknown and the land development was intensive with abutting buildings and little on-site open areas, parking availability has now become an issue facing current development proposals in areas such as Maverick Square.

Parking within the Maverick Square area can be viewed in three ways: residential, commercial, and commuter. Recognizing the needs of residential neighborhoods, the City instituted a "Residential Parking Program" which effectively restricts parking on the "residential" streets to vehicles with stickers available to local residents. These types of programs generally function effectively if properly enforced.

EXHIBIT IV-A-6
Accidents



Recognizing that local commercial activities have parking needs, the major streets within the Maverick Square area allow for parking for patrons of local businesses. Since the amount of this parking is limited, an issue to be addressed in this analysis is whether additional development would compete for this supply of parking.

In this area, minimizing commuter parking has been undertaken because the on-street supply is already constrained by both residential and local commercial needs. The effectiveness of eliminating commuter parking is a function of proper enforcement.

## ACCIDENTS

Accident data for the intersections under consideration were obtained from the Massachusetts Department of Public Works which has access to the computerized accident files of the Registry of Motor Vehicles. The data is a listing of those accidents reported to the Registry and is summarized in three categories; fatal accidents, personal injury accidents, and property damage only accidents. The latest data available is for calendar year 1983 and is displayed in Exhibit IV A-6.

Of the 22 intersections shown, there were a total of 26 accidents of which 7 occurred at the Sumner-Callahan Tunnels plaza area. The 26 accidents included:

0 - fatalities
11 - personal injuries
15 - property damage only

Discounting the Sumner-Callahan Tunnels area, there were only 19 reported accidents at 21 intersection locations; an average of less than one accident per intersection per year. Almost one-half (10) of the intersections had no reported accidents and no intersection had more than three reported accidents.

PROBABLE PROJECT IMPACTS

TRIP GENERATION

The first step in assessing probable traffic impacts is to estimate future site traffic volumes. The generation of future site traffic volumes is projected by using empirically derived data based on counts made of similar existing land uses. This data is used to estimate future traffic volumes generated by the proposed project.

The MEPA Draft EIR Certificate made several comments as to trip generation rates (see Chapter VI, Comments #1.7-1.9). With respect to Institute of Traffic Engineers (ITE) trip generation codes, the following text has been revised to include the appropriate ITE code. With respect to Draft EIR text that cited "other local data," it is noted that the following text also indicates the sources of this data and that these data have trip generation rates that are in excess of the ITE code rates and, therefore, are conservative in nature. With respect to public transit shares of the trip generations (mode split), the Draft EIR did note prior counts of residential complexes in Harvard Square. While that data was cited, that data was not used in actually computing the transit mode split. The transit mode split was calculated by using Census data as will be discussed in detail below.

For residential sites, much data has been collected both nationally and locally over the past several decades. The Institute of Transportation Engineers (ITE) has collected and published much of this data in its Trip Generation, An Informational Report, 3rd edition (1983). The specific rates reviewed from this report were the Residential Apartment rates, Code 220, and the Residential Condominium rates, Code 230. These rates are compared in Table IV A-2.

Over the years, local data on residential trip generation rates have been collected by many consultants and are published in various traffic reports and EIR's. Many of these rates have been compiled in this Final EIR and a composite rate, entitled "This Study Raw" rate, is compared to the ITE rates in Table IV A-2. It is noted that this composite rate is greater than the ITE rates, and thus, this composite rate is conservative and would yield larger development traffic volumes than would ITE rates.

In addition, most residential trip data has been collected for sites which are not located closely to transit service, either bus or rapid transit. The rates, therefore, assume that all trips are made by automobile. Since this site is located adjacent to a rapid transit station only one stop away from downtown Boston, has nearby bus service, and will be served by a water shuttle, the standard trip generation rates were adjusted to account for the high level of transit availability.

In this regard, other sources of information were reviewed to determine the proportion of peak hour work trips that would be made by the combination of transit services available. The U.S. Bureau of the Census collects data on "mode to work" information (what means of transportation people use to travel to work). The data is collected by tracts, small areas in a municipality. A review of the census tract "mode to work" data for East Boston yielded the following summarized information.

TABLE IV A-1
U.S. Census
Mode to
Work Data

| | Census Tracts | | |
|---|---|---|---|
| Travel Mode | 3 Zones at Site | All of East Boston | Citywide |
| Auto Drivers | 33% | 32% | 33% |
| Auto Passengers | 11% | 16% | 14% |
| Total Auto | 44% | 48% | 47% |
| Transit | 37% | 36% | 34% |
| Walk | 17% | 14% | 17% |
| Other | 2% | 2% | 2% |
| Total Non-Auto | 56% | 52% | 53% |
| Grand Totals | 100% | 100% | 100% |

These data indicate that, for a residential site located within the City of Boston, only some 44 to 48 percent of existing work trips are made by automobile. The balance are made by a combination of transit (or non-automobile) modes.

Using the above information, it assumed that about 50 percent of the morning and evening peak hour work trips for the Clippership development site would be made by automobile and the remaining 50 percent by a combination of transit modes. It should be emphasized that the 50 percent automobile assumption exceeds the data described above and is, therefore, considered a conservative worst-case assumption.

In response to MEPA Draft Certificate comments regarding the trip generation rates used in the analyses, Table IV A-2 notes the various rates discussed and the actual rates used in the analyses.

TABLE IV A-2
Trip Generation Rates

| | AM Peak | | | PM Peak | | | ADT |
|---|---|---|---|---|---|---|---|
| | Into Site | Out Site | Total Site | Into Site | Out Site | Total Site | Total Site |
| ITE Apartment #220 | 0.10 | 0.40 | 0.50 | 0.40 | 0.20 | 0.60 | 6.10 |
| ITE Condo #230 | 0.07 | 0.37 | 0.44 | 0.37 | 0.18 | 0.55 | 5.20 |
| This Study Raw | 0.20 | 0.50 | 0.70 | 0.55 | 0.20 | 0.75 | 6.00 |
| This Study Adj. (50% transit) | 0.10 | 0.25 | 0.35 | 0.28 | 0.10 | 0.38 | 3.00 |

Table IV A-2 compares the ITE Apartment and Condominium trip generation rates with the Raw composite rates developed from a variety of local studies. The Raw rate is larger than the ITE rates and is, therefore, more conservative and would yield larger development traffic volumes. Also, using the conservative estimate of 50 percent transit as a factor on the Raw rates also yields an adjusted set of trip generation rates that are doubly conservative and would tend to overestimate development traffic volumes.

Using the adjusted trip generation rates noted above and the number of residential units proposed in the development program (see Chapter III) yields the estimate of development trips shown in Table IV A-3.

The development program proposes uses other than residential on the site. However, none of these other uses would contribute significantly to weekday morning and evening peak hour vehicle-trips. The marina is essentially a recreational facility which would have no weekday morning peak hour usage and potentially only a marginal evening peak hour usage in summer months.

TABLE IV A-3
Project Site Trips by Mode

| | Transit/Shuttle Person-Trips | Vehicle-Trips |
|---|---|---|
| AM Peak Hour | | |
| Into Site | 43 | 36 |
| Out of Site | 108 | 90 |
| Total | 151 | 126 |
| PM Peak Hour | | |
| Into Site | 119 | 99 |
| Out of Site | 43 | 36 |
| Total | 162 | 135 |
| ADT, 24 Hours | 1,296 | 1,080 |

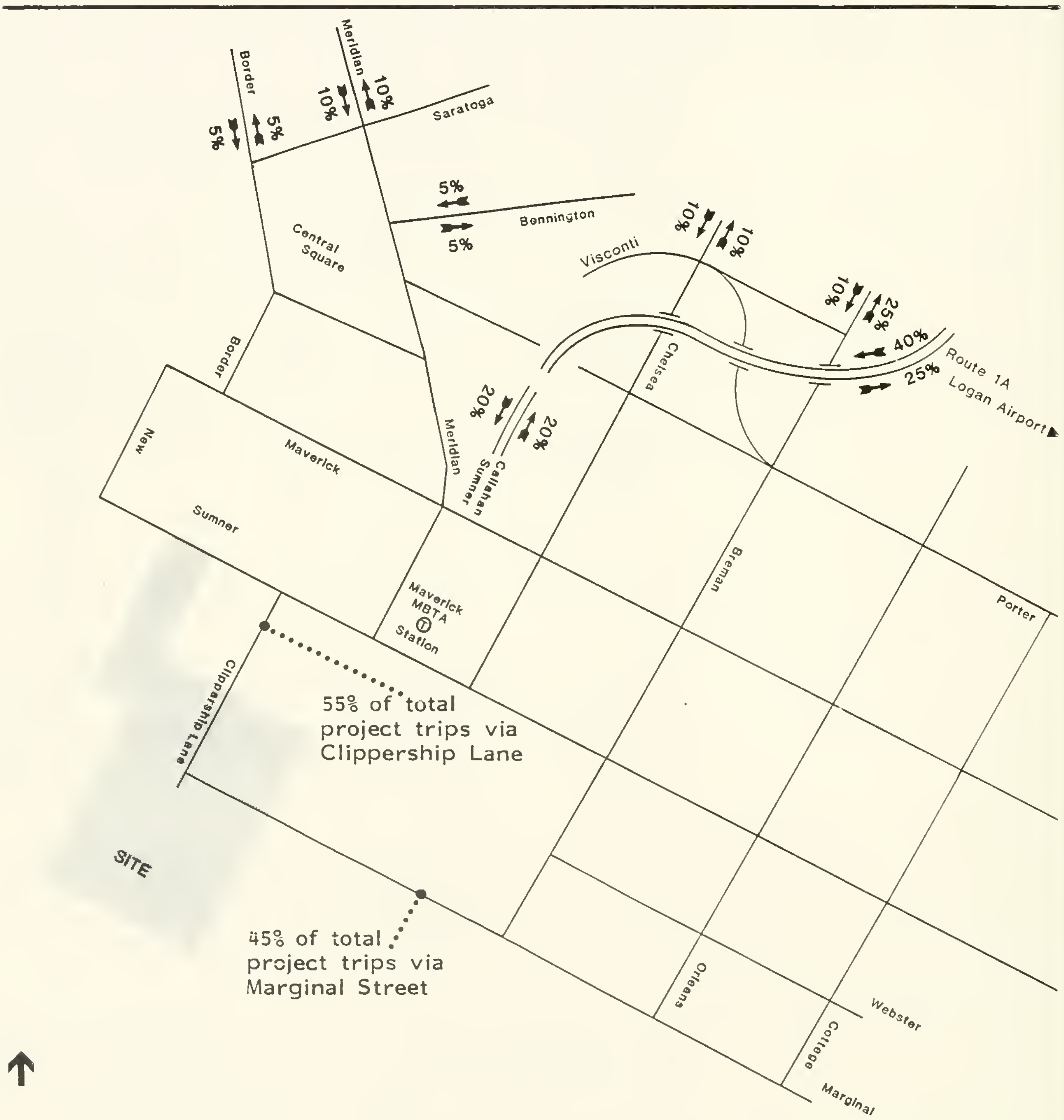
The Hines & Smart Corporation lobster wholesale usage would generate its peak traffic flows earlier than the standard peak hours, both in the morning and evening. The community boating area and the harborwalk are also essentially recreational facilities: automobile arrivals would not occur during the normal morning and evening peak hours.

As stated earlier, the weekday morning and evening work peak hours are the critical analysis time periods, and only the residential dwelling units would contribute measurable traffic flows during those periods.

## TRIP DISTRIBUTION

The projected site volumes in Table IV A-3 were distributed throughout the East Boston street system. These assignments were made by considering the major access routes to and from the East Boston peninsula and computing the relative percentage usage of each of the

## EXHIBIT IV-A-7
## Trip Distribution Percentages



55% of total project trips via Clippership Lane

45% of total project trips via Marginal Street major routes. This analysis produced a trip distribution system shown on Exhibit IV A-7.

As can be seen in Exhibit IV A-7, the Sumner/Callahan Tunnels contribute about 20 percent of the traffic flow to points south. The combination of Route 1A and Chelsea and Bremen Streets carry about 50 percent of the traffic flow to points north, with Route 1A carrying some 25 to 40 percent of the volumes. The combination of Meridian and Border Streets carry some 15 percent of the traffic volume, primarily towards the Chelsea - Everett corridors. Finally, Bennington Street carries some 5 percent of the traffic.

Background Development

The design year for Clippership Wharf for this EIR is 1990. There is a need, therefore, to make estimates of what other traffic growth might occur within the study area by the year 1990.

As noted in the MEPA Draft EIR Certificate, a review of other background development was made and the information from the proposed lobster terminal at Massport's East Boston Piers and from the East Boston Shipyard project were accounted for in determining traffic from other developments. These developments would account for morning and evening peak hour traffic volume estimates as follows.

TABLE IV A-4
Other Development Trip Estimates

| Other Development Sites | Vehicles |
|---|---|
| AM Peak Hour | |
| Into Site | 86 |
| Out of site | 21 |
| Total | 107 |
| PM Peak Hour | |
| Into site | 22 |
| Out of site | 67 |
| Total | 89 |

These other development projected traffic volumes were then assigned to the street system by using the trip distribution procedures previously described.

In addition, estimates were made of growth of traffic in the study area in general. As noted earlier, there is not much recent historic information available on many of the streets in the study area. Prior count data was obtained from five intersections of the 27 intersections in this Final EIR. This data was 5 to 20 years old and it was not possible to establish trend lines. Some intersections showed an increase of one to two percent and some showed declines in volume.

Because many of the intersections are in established neighborhoods with little likelihood of major land use changes, an average growth factor of one percent per year for each of the four years from 1986 to 1990 was used for normal traffic growth. This growth factor of four percent was then applied to the 1986 existing morning and evening peak hour traffic volumes. This factor is intended to account for general background growth.

The Other Development and the Background Growth traffic volumes were then combined with the 1986 existing traffic volumes to prepare morning and evening peak hour estimates of No-Build traffic volumes.

### Total 1990 Traffic Assignments

By combining existing area traffic volumes with traffic volumes generated by other development and background growth, traffic volumes under the 1990 No-Build Alternative were assigned for the AM and PM peak hours. Exhibits IV A-10 and IV A-11.

By projecting trips generated by Clippership Wharf in 1990 (Exhibits IV A-8 and IV A-9) and adding those volumes to the 1990 No-Build volumes, total traffic volumes under the 1990 Build Alternative were assigned (Exhibits IV A-12 and IV A-13).

As discussed earlier, trips were distributed within the East Boston roadway network on the basis of percentages shown in Exhibit IV A-7. Access routes to and from the site indicate that approximately 55 percent of the site development traffic would use the Clippership Lane route to Sumner Street and about 45 percent would use the Marginal Street to Bremen Street route to Sumner Street.

EXHIBIT IV-A-8
1990 Project-Generated Volume: AM Peak Hour

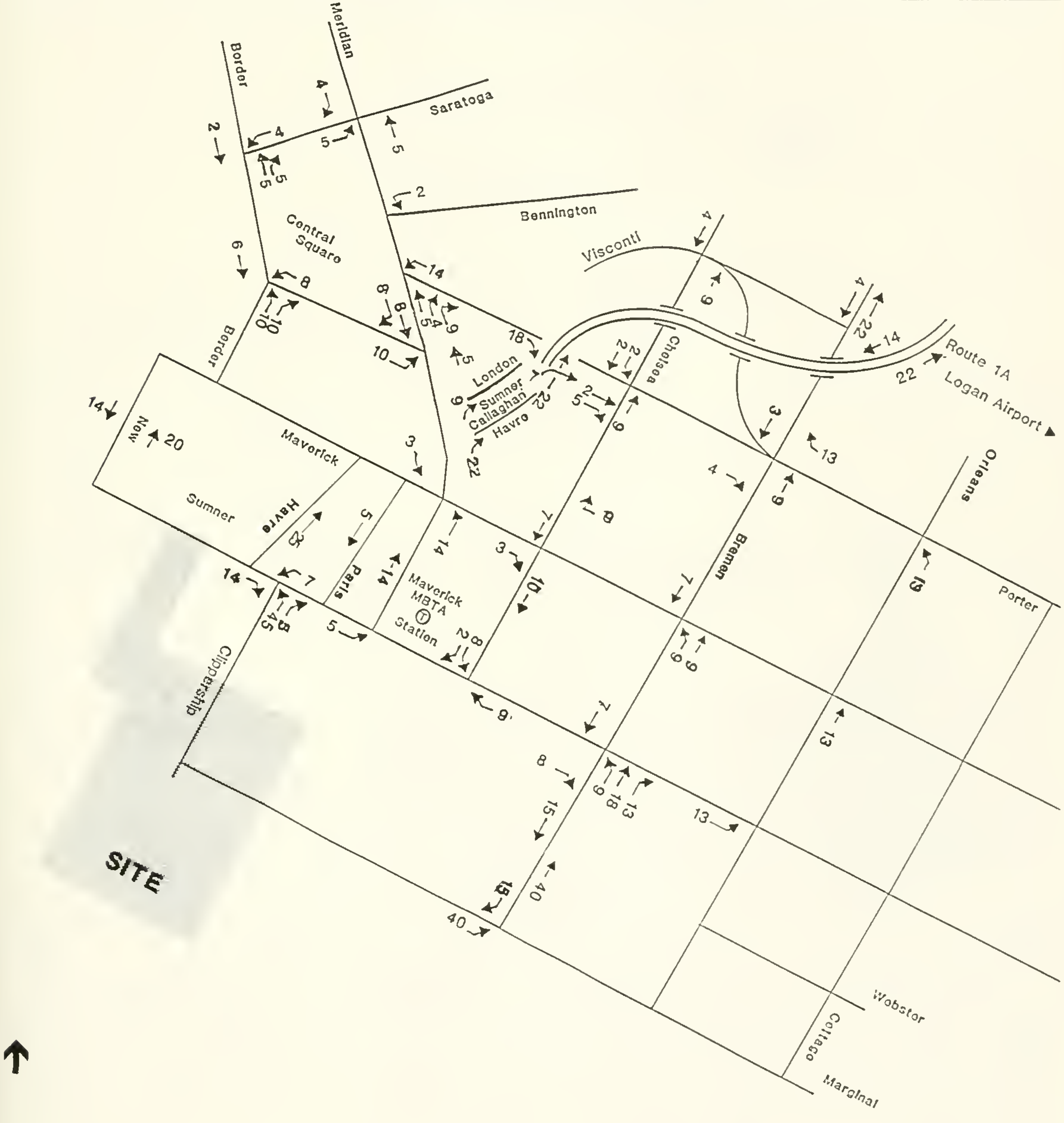
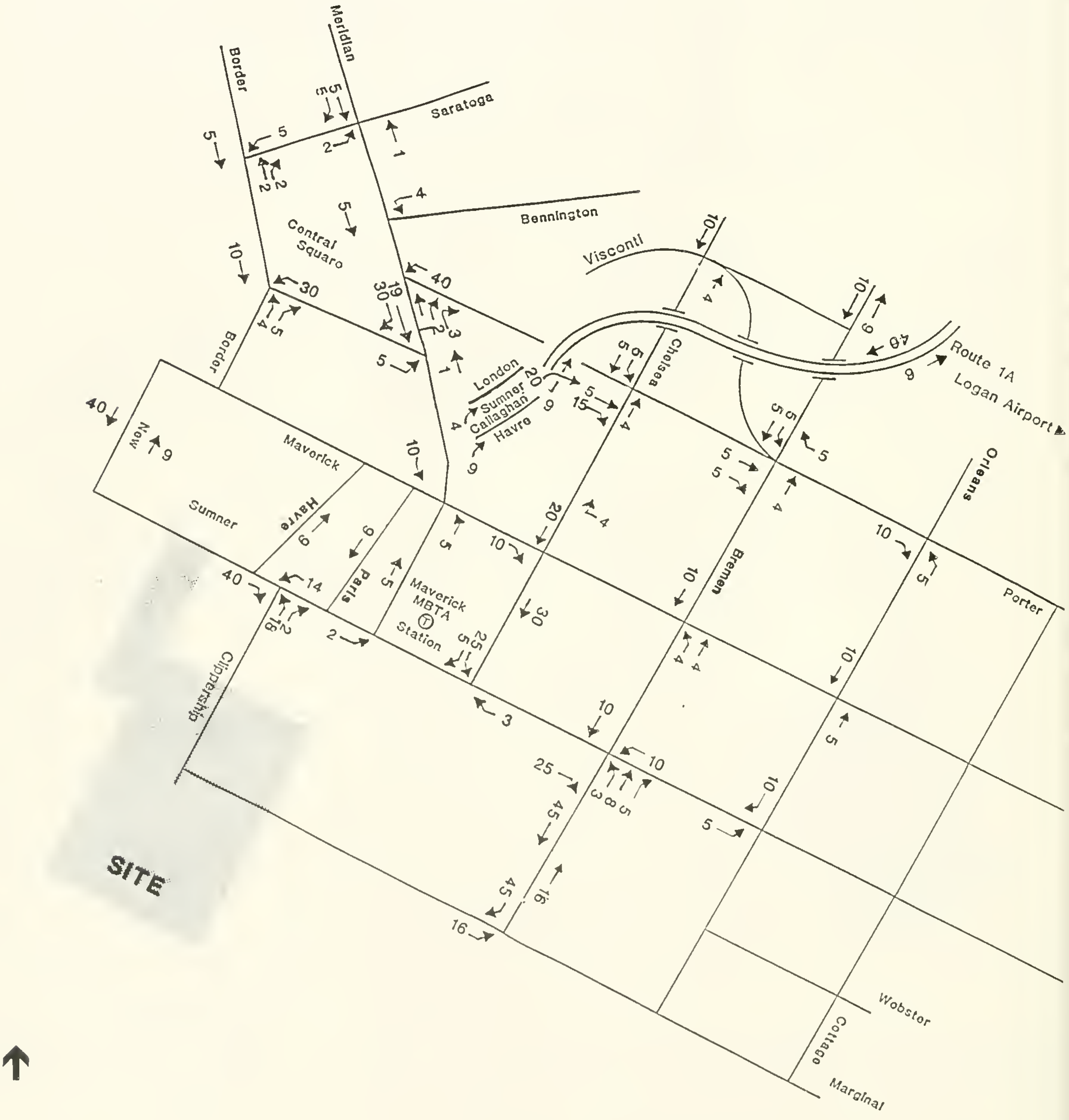


EXHIBIT IV-A-9
1990 Project-Generated Volume:  PM Peak Hour



This would serve to minimize the impact of the development as a whole on Sumner Street.

As project-related traffic leaves Sumner Street, it splits and uses other streets (primarily arterials) as it moves northward towards the major street system. This splitting further reduces the absolute volumes on each street and at major intersections, so that the project-related traffic volumes are diluted at any one intersection.

In the following sections of this chapter, traffic analyses were made of the three basic sets of traffic volume scenarios as follows:

o Existing traffic volumes

o No-build future traffic volumes

o Build future traffic volumes.

## LEVEL OF SERVICE ANALYSES

### Methodology

A length of street or roadway has a particular traffic volume capacity which is a function of its physical characteristics. In an urban area, however, this capacity is seldom able to be achieved, because the major capacity determinant of an urban street is how the nearby intersections operate. In other words, the key to the street operation is generally the operation of the intersections. For this reason, this analysis concentrates on intersection operations.

In accordance with standard traffic engineering analysis methodology, "level of service" (LOS) analyses were performed to determine the relative efficiencies of intersections along project area streets. Level of service analysis is a methodology which computes traffic volumes at an intersection and then compares them to the theoretical capacity of the intersection. Where the traffic volumes are small compared to the capacity, operating conditions are satisfactory; where the traffic volumes are large compared to the capacity, operating conditions are less acceptable. By convention, these comparative values of volume to capacity are assigned letter grades from "A" to "F"; wherein LOS "A" is excellent, LOS "E" indicates an intersection operating at capacity, LOS "F" indicates congestion and the values "B", "C", and "D" indicate intermediate conditions.

The intersections in the study area contain both signalized and unsignalized intersections. For signalized intersections, levels of service are defined in terms of average delay per vehicle, the number of seconds that a vehicle waits at a red traffic signal. The level of service methodology is based on a volume to capacity (V/C) ratio which is the number of vehicles at the intersection divided by the theoretical number of vehicles that could be accommodated at the intersection. The relationship between V/C and LOS is as follows:

| V/C | LOS | Delay per Vehicle |
|---|---|---|
| 0.0 to 0.6 | A | less than 5.0 sec. |
| 0.6 to 0.7 | B | 5.1 to 15.0 sec. |
| 0.7 to 0.8 | C | 15.1 to 25.0 sec. |
| 0.8 to 0.9 | D | 25.1 to 40.0 sec. |
| 0.9 to 1.0 | E | 40.1 to 60.0 sec. |
| 1.0 or more | F | more than 60.1 sec. |

For unsignalized intersections, the level of service methodology calculates an Available Reserve Capacity (ARC) which indicates the additional number of vehicles that could be accommodated at the intersection given a particular LOS letter grade. The relationship between ARC and LOS is as follows:

| LOS | ARC |
|---|---|
| A | 400 or more |
| B | 300 to 399 |
| C | 200 to 299 |
| D | 100 to 199 |
| E | 0 to 99 |
| F | less than 0 |

EXHIBIT IV-A-10
1990 No-Build Volume:  AM Peak Hour

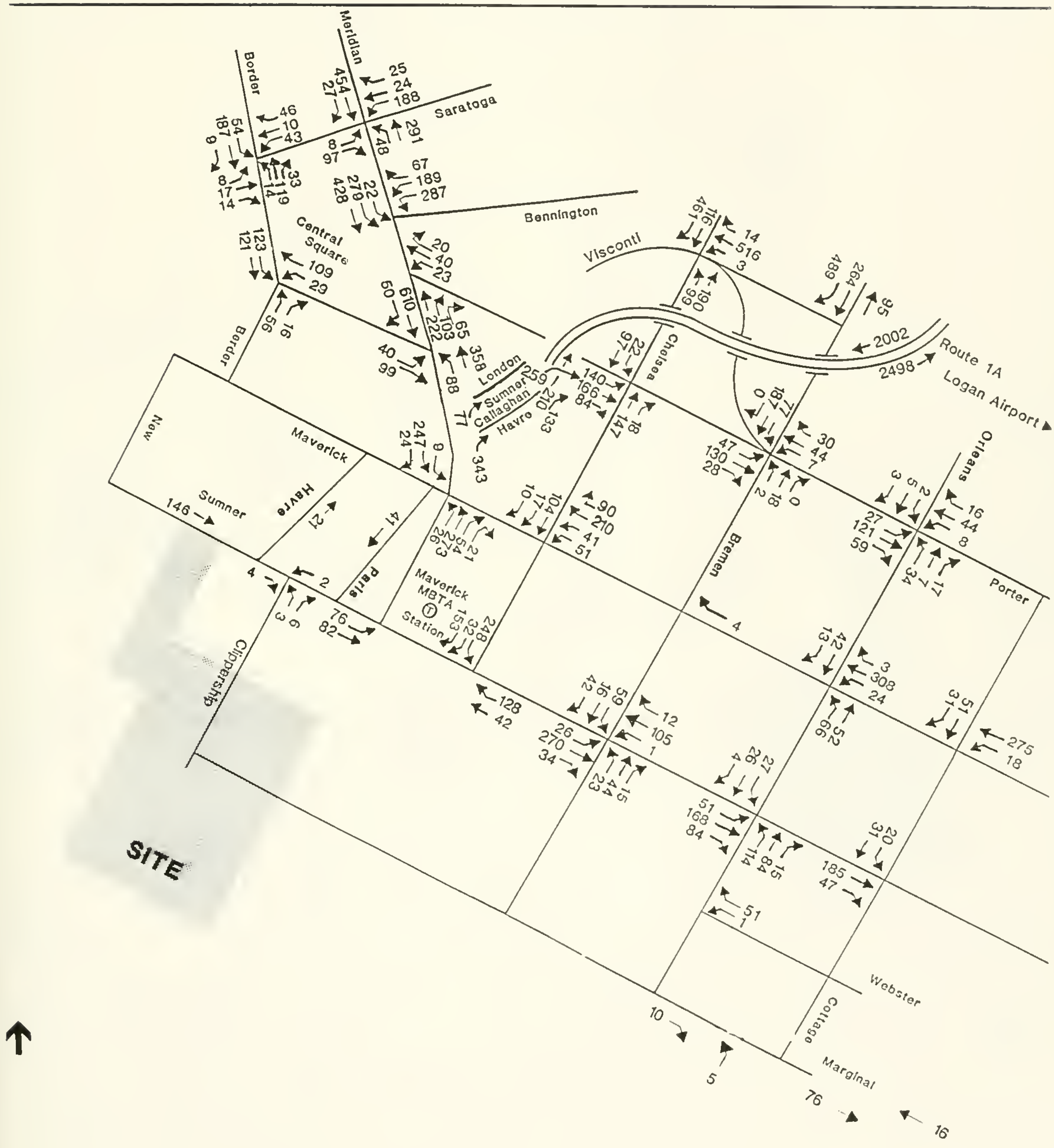


EXHIBIT IV-A-11
1990 No-Build Volume: PM Peak Hour

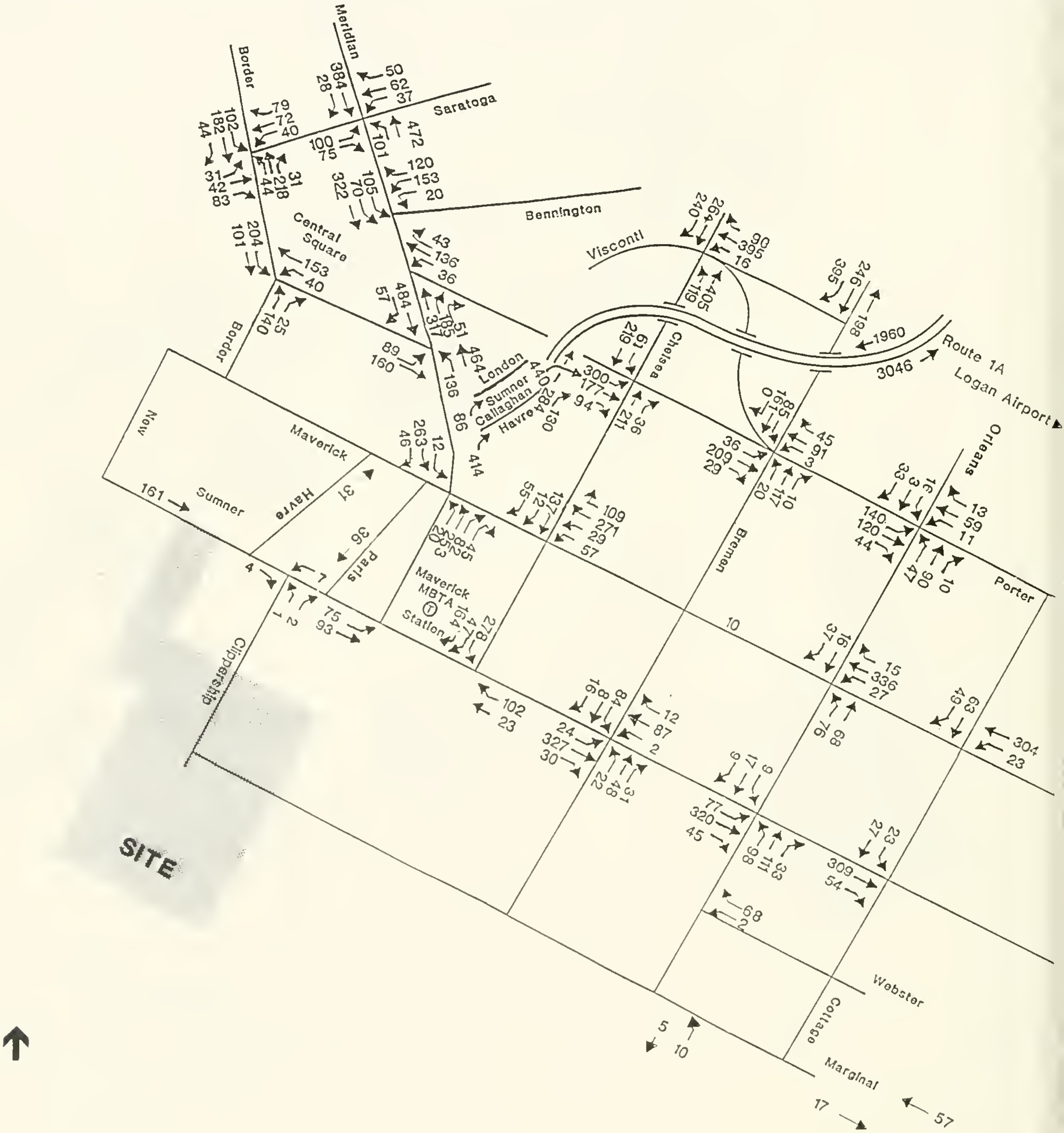
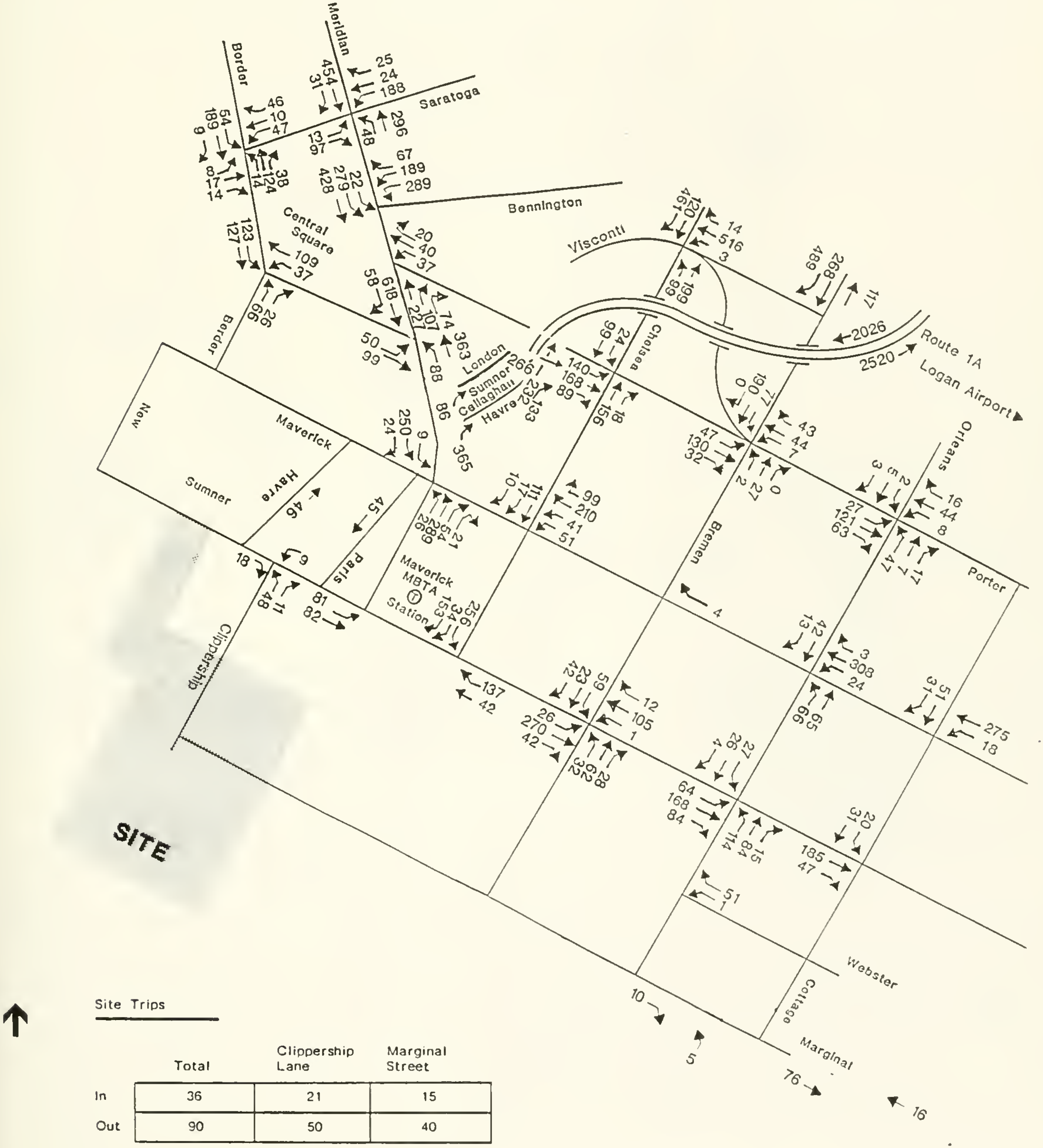


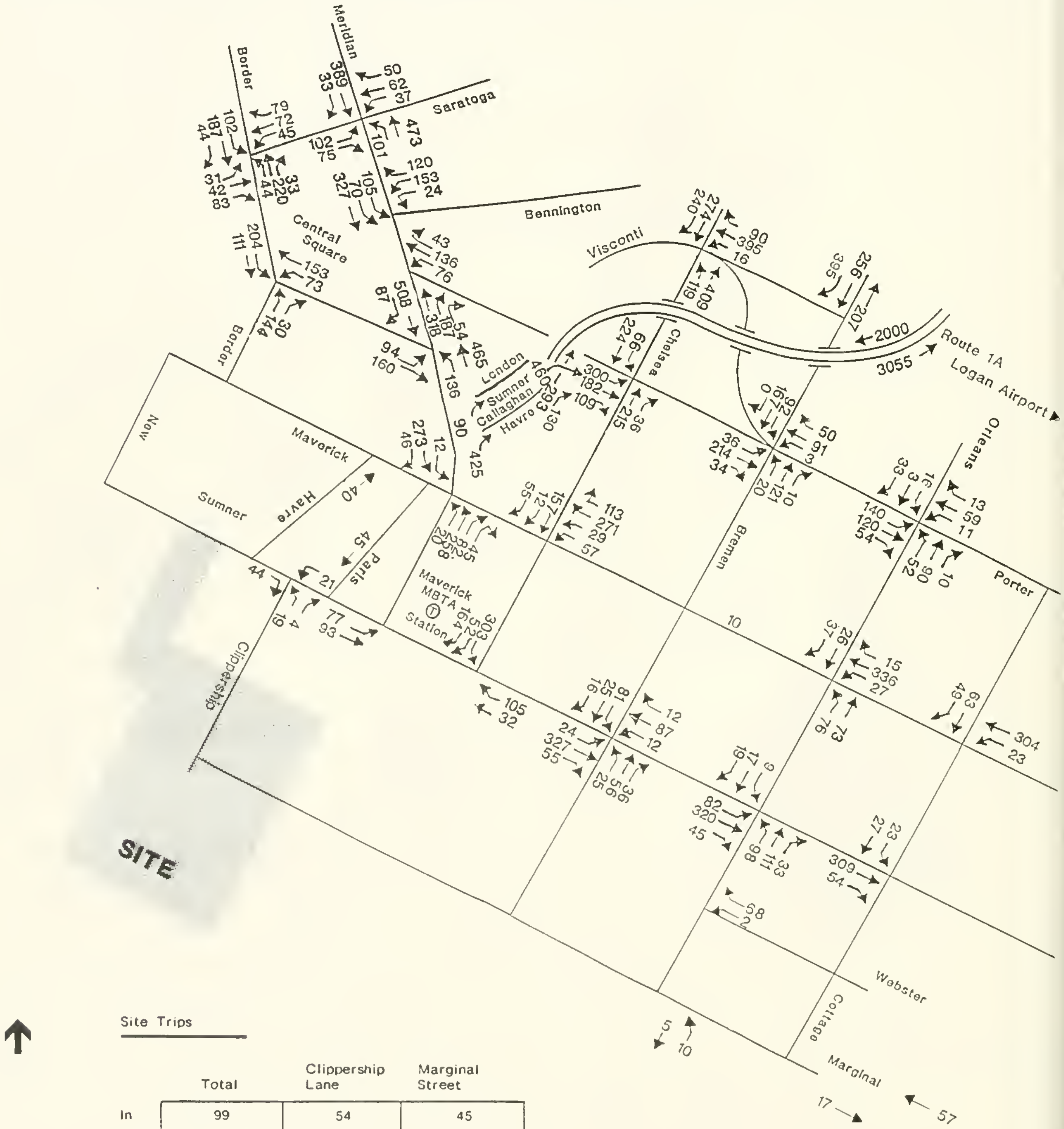
EXHIBIT IV-A-12
1990 Build Volume: AM Peak Hour



Site Trips

| | Total | Clippership Lane | Marginal Street |
|---|---|---|---|
| In | 36 | 21 | 15 |
| Out | 90 | 50 | 40 |

EXHIBIT IV-A-13
1990 Build Volume: PM Peak Hour



Site Trips

|  | Total | Clippership Lane | Marginal Street |
|---|---|---|---|
| In | 99 | 54 | 45 |
| Out | 36 | 20 | 16 |

## Analysis

For the most part, the individual LOS calculations indicate good levels of service for most traffic movements at all intersections studied. In general, the poorer levels of service occur for the left-turning traffic out of a side (or minor) street since left-turning traffic must wait for gaps in both directions of the traffic stream on the major street.

### Signalized Intersections

A summary of LOS determinations is shown in Table IV A-5, which shows the level of service comparisons for the five signalized intersections in the study area with the existing (base) year 1986 compared to both the No-Build and Build scenarios for the year 1990.

As can be seen in these tables, no discernible effect on intersection operating conditions is expected as a result of the project. The net changes in levels of service are in the range of from 0 to 15 percent, with the larger changes occurring nearer to the site access points and the smaller changes occurring farther away in the Central Square or tunnels interchange areas.

While the levels of service shown are generally very good (in the "A" to "C" ranges), it should be noted that the analysis techniques are designed for individual intersections and that these intersections are adjacent to other unsignalized intersections, which may have an effect on the signalized intersection.

Thus, it is likely that the actual levels of service are somewhat less than those calculated and shown in this table. However, since the calculation techniques are the same for all intersections for all analysis years, the major point that can be drawn is that the differences (or changes) in the LOS's are relatively small. Thus, those intersections operating either fairly well or fairly poorly, would likely operate at only a slightly lower level of service than the current level of service.

TABLE IV A-5
Level of Service Comparisons

| Intersections | Signalized Intersections<br>Existing<br>V/C | <br>Existing<br>LOS | <br>No-Build<br>V/C | <br>No-Build<br>LOS | <br>Build<br>V/C | <br>Build<br>LOS | Numerical Change in V/C<br>No-Build over Existing | <br>Build over No-Build | <br>Build over Existing |
|---|---|---|---|---|---|---|---|---|---|
| AM PEAK HOUR | | | | | | | | | |
| Meridian at Saratoga | 0.46 | A | 0.49 | A | 0.49 | A | 0.03 | 0.00 | 0.03 |
| Chelsea at Visconti | 0.71 | C | 0.74 | C | 0.74 | C | 0.03 | 0.00 | 0.03 |
| Chelsea at Porter | 0.33 | A | 0.37 | A | 0.38 | A | 0.04 | 0.01 | 0.05 |
| Porter at Orleans | 0.17 | A | 0.20 | A | 0.21 | A | 0.03 | 0.01 | 0.04 |
| Sumner at Maverick Square | 0.39 | A | 0.46 | A | 0.52 | A | 0.07 | 0.06 | 0.13 |
| PM PEAK HOUR | | | | | | | | | |
| Meridian at Saratoga | 0.44 | A | 0.47 | A | 0.48 | A | 0.03 | 0.01 | 0.04 |
| Chelsea at Visconti | 0.64 | B | 0.66 | B | 0.67 | B | 0.02 | 0.01 | 0.03 |
| Chelsea at Porter | 0.55 | A | 0.58 | A | 0.61 | B | 0.03 | 0.03 | 0.06 |
| Porter at Orleans | 0.31 | A | 0.33 | A | 0.34 | A | 0.02 | 0.01 | 0.03 |
| Sumner at Maverick Square | 0.47 | A | 0.48 | A | 0.51 | A | 0.01 | 0.03 | 0.04 |

where V/C = volume-to-capacity ratio
LOS = Level of Service

### Unsignalized Intersections

In a similar fashion, Tables IV A-6 and IV A-7 show the levels of service for the unsignalized intersections analyzed in the study area. Again, the calculated levels of service are shown for the existing (base) year 1986 and compared to the 1990 No-Build and 1990 Build conditions. For these unsignalized intersections, the particular turning movement which had the "worst" level of service was selected and shown.

In a similar manner to the signalized intersections, it can be seen that the levels of service are generally very good, even for the left turning movements, normally the most difficult at any intersection. In terms of the effectiveness of these intersections, the impact of the project is minor. For the intersections near the site access points, the percent changes are somewhat larger than at points farther away. However, at these nearby intersections the actual volume changes are relatively small, and the net effect of the development is expected to be relatively minor.

## TRAFFIC VOLUME COMPARISONS

Level of service analyses are most relevant in areas where intersections are clearly defined and are able to be analyzed either separately or in a standard rectilinear pattern. In general, this is not the case in this study area. For example, the Central Square area is essentially a two-way, elongated rotary with Meridian and Border Streets acting as major and minor north-south streets. Saratoga, Bennington and Porter Streets enter at acute angles and offset locations within hundreds of feet of each other.

As a major commercial center, Central Square experiences on-street parking (both parallel and angular) with frequent double parking also occurring. In addition, Central Square is a major social center with pedestrians abounding and crossing streets often at will. In Maverick Square proper, Meridian and Chelsea Streets operate as a reverse (English style) one-way pair due to the bus operations at the Maverick Square Blue Line transit station and the center median angular parking. This "English" pairing requires a multiplicity of turning movements on both Maverick Street and Sumner Street, increasing the turning movement conflicts.

TABLE IV A-6
Level of Service: Unsignalized Intersections
AM Peak Hour
(Most Constrained Traffic Movement)

| | Unsignalized Intersections | | | | | | Numerical Change in ARC | | |
|---|---|---|---|---|---|---|---|---|---|
| | Existing | | No-Build | | Build | | No-Build over Existing | Build over No-Build | Build over Existing |
| Intersections | ARC | LOS | ARC | LOS | ARC | LOS | | | |
| SITE ACCESS AREA | | | | | | | | | |
| Sumner at Clippership | 720 | A | 712 | A | 647 | A | -8 | -65 | -73 |
| Sumner at Havre | 1175 | A | 1172 | A | 1112 | A | -3 | -60 | -63 |
| Sumner at Paris | 731 | A | 719 | A | 718 | A | -12 | -1 | -13 |
| CENTRAL SQUARE AREA | | | | | | | | | |
| Border at Saratoga | 450 | A | 435 | A | 422 | A | -15 | -13 | -28 |
| Border at Central Sq. | 548 | A | 534 | A | 506 | A | -14 | -28 | -42 |
| Meridian at Central Sq. | 153 | D | 128 | D | 112 | D | -25 | -16 | -41 |
| Meridian at Ben/Porter | -113 | F | -131 | F | -148 | F | -18 | -17 | -35 |
| CHELSEA PORTER AREA | | | | | | | | | |
| Orleans at Marginal | 908 | A | 874 | A | 874 | A | -34 | 0 | -34 |
| Bremen at Porter | 451 | A | 388 | A | 376 | B | -63 | -12 | -75 |
| MAVERICK SQUARE AREA | | | | | | | | | |
| Meridian at Mav./Chel. | 148 | D | 93 | E | 69 | E | -55 | -24 | -79 |
| JEFFRIES POINT AREA | | | | | | | | | |
| Maverick at Orleans | 508 | A | 439 | A | 439 | A | -69 | 0 | -69 |
| Maverick at Cottage | 681 | A | 646 | A | 646 | A | -35 | 0 | -35 |
| Sumner at Bremen | 428 | A | 363 | B | 323 | B | -65 | -40 | -105 |
| Sumner at Orleans | 526 | A | 438 | A | 424 | A | -88 | -14 | -102 |
| Sumner at Cottage | 699 | A | 669 | A | 669 | A | -30 | 0 | -30 |
| Orleans at Webster | 874 | A | 838 | A | 838 | A | -36 | 0 | -36 |

where ARC = Available Reserve Capacity
LOS = Level of Service

TABLE IV A-7
Level of Service: Unsignalized Intersections
PM Peak Hour
(Most Constrained Traffic Movement)

| | Unsignalized Intersections | | | | | | Numerical Change in ARC | | |
|---|---|---|---|---|---|---|---|---|---|
| Intersections | Existing ARC | LOS | No-Build ARC | LOS | Build ARC | LOS | No-Build over Existing | Build over No-Build | Build over Existing |
| SITE ACCESS AREA | | | | | | | | | |
| Sumner at Clippership | 685 | A | 679 | A | 619 | A | -6 | -60 | -66 |
| Sumner at Havre | 696 | A | 1155 | A | 1131 | A | 459 | -24 | 435 |
| Sumner at Paris | 708 | A | 691 | A | 687 | A | -17 | -4 | -21 |
| CENTRAL SQUARE AREA | | | | | | | | | |
| Border at Saratoga | 209 | C | 193 | D | 190 | D | -16 | -3 | -19 |
| Border at Central Sq. | 382 | B | 365 | B | 318 | B | -17 | -47 | -64 |
| Meridian at Central Sq. | 80 | E | 56 | E | 40 | E | -24 | -16 | -40 |
| Meridian at Ben/Porter | -169 | F | -210 | F | -236 | F | -41 | -26 | -67 |
| CHELSEA PORTER AREA | | | | | | | | | |
| Orleans at Marginal | 917 | A | 895 | A | 895 | A | -22 | 0 | -22 |
| Bremen at Porter | 257 | C | 231 | C | 209 | C | -26 | -22 | -48 |
| MAVERICK SQUARE AREA | | | | | | | | | |
| Meridian at Mav./Chel. | 115 | D | 115 | D | 62 | E | 0 | -53 | -53 |
| JEFFRIES POINT AREA | | | | | | | | | |
| Maverick at Orleans | 476 | A | 399 | B | 386 | B | -77 | -13 | -90 |
| Maverick at Cottage | 614 | A | 600 | A | 600 | A | -14 | 0 | -14 |
| Sumner at Bremen | 428 | A | 294 | C | 259 | C | -134 | -35 | -169 |
| Sumner at Orleans | 393 | B | 308 | B | 301 | B | -85 | -7 | -92 |
| Sumner at Cottage | 556 | A | 543 | A | 543 | A | -13 | 0 | -13 |
| Orleans at Webster | 885 | A | 860 | A | 860 | A | -25 | 0 | -25 |

where ARC = Available Reserve Capacity
LOS = Level of Service

Due to conditions such as these, the previously discussed level of service analysis was augmented by an additional analysis approach. In order to confirm that the project's impact is minimal, this additional analysis considered project-generated traffic as compared to the existing traffic volumes. In effect, this type of analysis sums the traffic volumes entering an intersection from all approach roadways for the existing and future conditions. If the change in volume (either as an absolute number or as a percentage) is relatively low compared to existing volumes, then the net effect of the development would be expected to be minor.

The MEPA Draft EIR Certificate comments that this "traffic volume comparison" methodology appears to be in lieu of a mitigation program, that shows that level of service analyses are overstated, and this methodology is an unacceptable approach in the opinion of the MEPA office. It is the intent of this type of analysis to supplement the levels of service analyses and not to preclude them. This type of analysis offers a different viewpoint with respect to traffic volumes, rather than a change in capacity calculation. In subsequent sections of this Final EIR, mitigation measures are proposed which relate to level of service analyses.

To determine this type of effect for the Clippership Wharf Project, the totals of entering traffic volumes at the study area intersections were summed for the (1986) existing condition, the (1990) No-Build future scenario, and for the (1990) build future scenario. The sums and percent increases are shown in Table IV A-8 (Total of Entering Traffic Volumes at Intersections, AM Peak Hour), and Table IV A-9 (Total of Entering Traffic Volumes at Intersections, PM Peak Hour).

The changes in entering traffic volumes at intersections vary considerably. The maximum changes in traffic volumes occur at the two site access intersections (Sumner Street at Clippership Lane and Marginal Street at Bremen Street) and at the intersections of Bremen-Sumner Streets and Bremen-Webster Streets. At these locations, the 1990 Build volumes would add a range of from 80 to 130 vehicles per peak hour to the 1986 existing volumes. This is a net increase of an additional 1 to 2 vehicles per minute during the peak hours. The 1990 Build volumes include a background growth

TABLE IV A-8
Total of Entering Traffic Volumes at Intersections
AM Peak

| | | Sum of Entering Volumes | | | Numerical Increase With 4% Growth Over 4 Years | | |
|---|---|---|---|---|---|---|---|
| | Intersections | 1986 Existing | 1990 No-Build | 1990 Build | No-Build less '86 Existing | Build less '86 Existing | Build less '90 No-Build |
| **SITE ENTRANCE AREA** | | | | | | | |
| 1 | Sumner/Clip Ln | 216 | 224 | 291 | 8 | 75 | 67 |
| 2 | Sumner/Havre | 210 | 218 | 277 | 8 | 67 | 59 |
| 3 | Sumner/Paris | 210 | 220 | 221 | 10 | 11 | 1 |
| 4 | Marginal/Bremen | 129 | 133 | 188 | 4 | 59 | 55 |
| **MAVERICK SQUARE** | | | | | | | |
| 5 | Meridian/Maverick | 854 | 932 | 951 | 78 | 97 | 19 |
| 6 | Meridian/Sumner | 489 | 513 | 529 | 24 | 40 | 16 |
| 7 | Chelsea/Maverick | 772 | 854 | 873 | 82 | 101 | 19 |
| 8 | Chelsea/Sumner | 607 | 685 | 704 | 78 | 97 | 19 |
| **CENTRAL SQUARE** | | | | | | | |
| 9 | Border/Saratoga | 533 | 554 | 570 | 21 | 37 | 16 |
| 10 | Border/Cent. Sq. | 436 | 454 | 488 | 18 | 52 | 34 |
| 11 | Meridian/Saratoga | 1107 | 1162 | 1176 | 55 | 69 | 14 |
| 12 | Meridian/Porter/Ben | 1659 | 1680 | 1779 | 21 | 120 | 99 |
| 13 | Meridian/Cent Sq. | 1161 | 1245 | 1276 | 84 | 115 | 31 |
| **CHELSEA/PORTER AREA** | | | | | | | |
| 14 | Chelsea/Visconti | 1334 | 1399 | 1412 | 65 | 78 | 13 |
| 15 | Chelsea/Porter | 597 | 674 | 694 | 77 | 97 | 20 |
| 16 | Bremen/Visconti | 806 | 848 | 874 | 42 | 68 | 26 |
| 17 | Bremen/Porter | 507 | 570 | 599 | 63 | 92 | 29 |
| **JEFFRIES POINT AREA** | | | | | | | |
| 18 | Porter/Orleans | 303 | 343 | 360 | 40 | 57 | 17 |
| 19 | Maverick/Orleans | 447 | 508 | 521 | 61 | 74 | 13 |
| 20 | Maverick/Cottage | 341 | 375 | 375 | 34 | 34 | 0 |
| 21 | Sumner/Bremen | 561 | 647 | 702 | 86 | 141 | 55 |
| 22 | Sumner/Orleans | 453 | 573 | 586 | 120 | 133 | 13 |
| 23 | Sumner/Cottage | 262 | 283 | 283 | 21 | 21 | 0 |
| 24 | Webster/Orleans | 129 | 159 | 159 | 30 | 30 | 0 |

TABLE IV A-9
Total of Entering Traffic Volumes at Intersections
PM Peak

| Intersections | Sum of Entering Volumes | | | Numerical Increase With 4% Growth Over 4 Years | | |
|---|---|---|---|---|---|---|
| | 1986 Existing | 1990 No-Build | 1990 Build | No-Build less '86 Existing | Build less '86 Existing | Build less '90 No-Build |
| SITE ENTRANCE AREA | | | | | | |
| 1 Sumner/Clip Ln | 244 | 250 | 321 | 6 | 77 | 71 |
| 2 Sumner/Havre | 242 | 250 | 308 | 8 | 66 | 58 |
| 3 Sumner/Paris | 230 | 245 | 256 | 15 | 26 | 11 |
| 4 Marginal/Bremen | 70 | 70 | 132 | 0 | 62 | 62 |
| MAVERICK SQUARE | | | | | | |
| 5 Meridian/Maverick | 1009 | 1088 | 1103 | 79 | 94 | 15 |
| 6 Meridian/Sumner | 479 | 504 | 523 | 25 | 44 | 19 |
| 7 Chelsea/Maverick | 988 | 1072 | 1152 | 84 | 164 | 80 |
| 8 Chelsea/Summer | 673 | 707 | 749 | 34 | 76 | 42 |
| CENTRAL SQUARE | | | | | | |
| 9 Border/Saratoga | 931 | 968 | 982 | 37 | 51 | 14 |
| 10 Border/Cent Sq. | 637 | 663 | 715 | 26 | 78 | 52 |
| 11 Meridian/Saratoga | 1251 | 1309 | 1322 | 58 | 71 | 13 |
| 12 Meridian/Porter/Ben | 1465 | 1558 | 1613 | 93 | 148 | 55 |
| 13 Meridian/Cent Sq | 1305 | 1390 | 1450 | 85 | 145 | 60 |
| CHELSEA/PORTER AREA | | | | | | |
| 14 Chelsea/Visconti | 1451 | 1529 | 1543 | 78 | 92 | 14 |
| 15 Chelsea/Porter | 1039 | 1098 | 1132 | 59 | 93 | 34 |
| 16 Bremen/Visconti | 796 | 839 | 858 | 43 | 62 | 19 |
| 17 Bremen/Porter | 752 | 806 | 838 | 54 | 86 | 32 |
| JEFFRIES POINT AREA | | | | | | |
| 18 Porter/Orleans | 554 | 586 | 601 | 32 | 47 | 15 |
| 19 Maverick/Orleans | 494 | 575 | 590 | 81 | 96 | 15 |
| 20 Maverick/Cottage | 422 | 439 | 439 | 17 | 17 | 0 |
| 21 Summer/Bremen | 637 | 691 | 756 | 54 | 119 | 65 |
| 22 Summer/Orleans | 609 | 719 | 734 | 110 | 125 | 15 |
| 23 Summer/Cottage | 397 | 413 | 413 | 16 | 16 | 0 |
| 24 Webster/Orleans | 72 | 89 | 89 | 17 | 17 | 0 |

factor. Considering just the Clippership Wharf Development, the net increase would be in the range of from 50 to 100 vehicles per peak hour; less than an additional 1 to 2 vehicles per minute.

At Maverick Square, the 1990 Build volumes would add a range of from about 80 to 160 vehicles per peak hour; a net increase of 1 to 3 additional vehicles per minute. Again, considering only the effect of the Clippership Wharf development, the net increase would be in the range of from 25 to 50 vehicles per peak hour; about one vehicle each two minutes.

At Central Square, the 1990 Build volumes would add a range of from 50 to 140 vehicles per peak hour; a net increase of 1 to 3 vehicles per minute. Again, considering only the effect of the Clippership Wharf development, the net increase would be in the range of from 15 to 60 vehicles per peak hour; about 1 vehicle each 2 to 4 minutes.

In the Chelsea/Porter Streets area, the 1990 Build volumes would add a range of from 60 to 85 vehicles per peak hour; a net increase of about 1 vehicle per minute. Again, considering only the effect of the Clippership development, the net increase would be in the range of from 15 to 35 vehicles per peak hour; less than 1 vehicle per two minutes.

In the Jeffries Point area, the 1990 Build volumes would add a range of from 11 to 135 vehicles per peak hour; a net increase of up to 3 vehicles per minute. Again, considering only the effect of the Clippership development, the net increase would be in the range of from 0 to 60 vehicles per peak hour; less than 1 additional vehicle per minute.

In general then, the major additional traffic increases would take place at intersections which already have very low intersection volumes; essentially those at or near the site access points. Intersections farther away from the site have smaller volume increases because of the effect of traffic dissipating to the major East Boston street system.

## CONCLUSIONS/ RECOMMENDATIONS

### TRAFFIC VOLUME

The analyses of the traffic and parking issues related to the proposed development indicate that effects are expected to be minor and relatively localized. Anticipated future volumes would not be expected to require physical changes to the City street system.

With regard to the maximum amounts of additional traffic volumes added to the street system, the principal effects are found at the site access intersections of Sumner Street with Clippership Lane and at Bremen and Marginal Streets. Both of these intersections have excellent current levels of service (LOS "A") with significant amounts of available reserve capacities. The Build scenario allows for the maintenance of that excellent reserve capacity.

#### Site Access Intersections

The geometrics of the intersection of Clippership Lane with Sumner Street are adequate to accommodate project-related traffic. The Clippership Lane approach is wide enough to allow for both right turning and left turning traffic to store in separate lanes while waiting to exit out onto Sumner Street.

The geometrics of the intersection of Bremen and Marginal Streets are also satisfactory with respect to entering and exiting traffic volumes from the development site. The Marginal Street approach is sufficiently wide to allow for left turns out onto Bremen Street northbound while still allowing for traffic to proceed straight on Marginal Street.

Thus, from the viewpoints of both level of service and intersection geometrics, the two site access points to the City's street system would be able to accommodate the site development traffic.

#### Bremen/Sumner Street and Maverick Square/Sumner Street Intersections

The intersections of Bremen and Sumner Street and the Sumner Street intersection at Maverick Square are two other intersections that would receive development related traffic volumes.

The Sumner Street intersection with Maverick Square is a signalized intersection with two-phase operation. The intersection has a clockwise traffic pattern with traffic entering on Sumner Street via Chelsea Street due primarily to the need to accommodate bus traffic at the MBTA's Maverick Blue Line rapid transit station. The traffic signal phasing and timing appear to be adequate, but congestion occurs periodically on the Chelsea Street approach due to the angle parking, pedestrians, and the general commercial nature of Maverick Square.

The Bremen and Sumner Streets intersection is an unsignalized intersection. As an isolated intersection, both the existing and projected traffic volumes would cause no particular operating problems. However, as is the case for many intersections in East Boston, there is some periodic congestion due to other intersections along Sumner Street, pedestrian movements and occasional double parking.

There is some concern as to whether this intersection should be signalized in the future. However, that need should be addressed as a part of a larger issue which concerns long-term circulation issues in this part of East Boston independent of the proposed project.

### Other Intersections

With regard to traffic volume increases at other intersections in the study area, the dispersal effect of the site traffic causes only a small number of additional vehicles compared to current traffic volumes at these intersections. For example, at the Sumner and Callahan Tunnels area, the site would generate an additional 60 vehicles during the morning peak hour. This compares to a total morning peak hour volume of some 5,640 vehicles currently using the tunnels. The increase is very small and would have no significant impact.

### Parking

Since on-street parking is generally at a premium in the study area, the provision of on-site parking is one of the most important measures that mitigates against the development causing a stress on the existing on-street parking supply.

The MEPA Draft EIR Certificate comments that the site should provide a parking ratio more consistent with City desires and that no parking should be provided for the water shuttle as this would induce additional trips to the site.

During the past year or so, the Proponent has had an extensive process of meeting with City officials and neighborhood residents in the context of the Planning and Zoning Advisory Committee (PZAC) process. This process is described in Chapter III. During that process, negotiations produced an on-site parking plan and a parking management program that is defined in a "Clippership Wharf Transportation Subcommittee Report," dated November 30, 1987 (see Appendix A), which was adopted by vote of the PZAC and meets the requirements of the staff of the City's Transportation Department and the Boston Redevelopment Authority and has been accepted by the Proponent as a condition to requesting further City approvals for the project. The essentials of that parking plan and management program are described in the following text.

The Clippership Wharf project will provide a total of 493 on-site parking spaces, with 378 spaces in a below-level parking garage, 20 one-half level below housing on Carlton Wharf, and 95 surface spaces. Because it is recognized that parking management is an integral part of the site development, a program to assign and manage these spaces has been worked out with City and neighborhood residents (through the PZAC process) as shown in Table IV A-10.

TABLE IV A-10
Parking Management Plan

| | Garage | Surface | Total |
|---|---|---|---|
| Reserved Deed Spaces | | | |
| Condo Owner | 315 | | 315 |
| Affordable Owners | | 20 | 20 |
| Affordable Renters | | 35* | 35* |
| Condo Owner Second Spaces | 63 | | 63 |
| Short-Term Visitors | | 45 | 45 |
| Community Boating Users | | 10 | 10 |
| Hines & Smart Employees | | 5 | 5 |
| Totals | 378 | 115* | 493 |

* Twenty (20) spaces one-half level below housing on Carlton Wharf.

## Transit

With regard to non-automobile transportation, the development proposes a series of measures to minimize automotive travel. The site is within short walking distance of the MBTA's Blue Line rapid transit station which is a two-station ride from the heart of downtown Boston. The MBTA also operates five bus routes out of Maverick Square which provide local service to much of East Boston itself in addition to making connections to Everett, Chelsea, and Revere (Exhibit IV A-5).

The Blue Line transit vehicles have a scheduled capacity of approximately 500 passengers per vehicle and a "crush" capacity of approximately 765 persons per vehicle; (1985 Highway Capacity Manual, Table II, 12-2.) With four-car trains, this translates into a scheduled capacity of some 2,000 persons per train. During peak periods, the Blue Line operates approximately 6 to 8 four-car trains per hour so that the Blue Line scheduled capacity is approximately 14,000 persons per hour and the crush capacity is some 21,420 persons per hour.

The MEPA Draft EIR Certificate requests information on high-rise residential developments in the cities of Revere and Lynn. The residential development in Lynn is not deemed to be particularly sensitive to Blue Line patronage, but may be more related to the ridership on the railroad commuter service currently being upgraded by the MBTA and the new station and parking garage now under construction in downtown Lynn.

A review of current residential projects in the city of Revere which could affect Blue Line patronage indicates that there will be some five residential projects with a total of some 1,280 dwelling units that are in various stages of implementation and would be expected to be occupied during the period of 1985 to 1990. While several of these specific projects are located near Blue Line stations, all of these projects have a parking ratio of 1.75 spaces per unit which does not imply a strong orientation to Blue Line usage. As far as can be determined, there were no specific traffic impact reports prepared for any of these projects so that there are no developer's estimates of potential transit ridership. If one assumes a range of from 10 to 20 percent transit usage (an average of 15 percent) then one might expect transit ridership from these 1,280 units as follows:

| | |
|---|---|
| Number of units | 1,280 |
| Number of AM peak hour vehicle-trips (0.50 per unit) | 640 |
| Number of AM peak hour transit trips (0.15 of auto) | 96 |

Assuming that some 80 percent of the resident transit person-trips are via the Blue Line, the project would generate approximately 120 passengers during the peak hour. Combining the estimated project transit ridership of 120 passengers with the estimated 96 persons from Revere, there would be a combined addition of some 216 persons in the morning peak hour at Maverick Station. The following table indicates the relative percentage increases of these additions to the scheduled and crush capacities of the Blue Line.

| | Scheduled Capacity | Crush Capacity |
|---|---|---|
| Blue Line hourly | 14,000 | 21,420 |
| Clippership additions | 120 | 120 |
| Clippership percentages | 0.9% | 0.6% |
| Revere additions | 96 | 96 |
| Revere percentages | 0.7% | 0.4% |
| Total Clippership/Revere | 216 | 216 |
| Total percentage | 1.5% | 1.0% |

Thus, the analyses indicate that the net addition of Clippership Wharf transit patronage and/or potential patronage from City of Revere residential development projects would add very small increments to the capacities of the Blue Line. The Clippership Wharf project would result in the addition of approximately four persons per car during the peak hour.

In addition, the MBTA assembles daily boarding counts at its rapid transit stations. Using an estimate of 12 percent to convert daily boarding to AM peak hour boardings, the following is a tabular listing of boardings at stations along the Blue Line.

AM Peak Hour Boardings

| Station | All-Day Passengers | AM Peak Hour Passengers |
|---|---|---|
| Wonderland | 4,450 | 535 |
| Revere Beach | 1,530 | 185 |
| Beachmont | 2,040 | 245 |
| Suffolk Downs | 1,050 | 125 |
| Orient Heights | 3,420 | 410 |
| Wood Island | 1,150 | 140 |
| Airport | 3,710 | 445 |
| Maverick | 6,260 | 750 |

The total Clippership Wharf transit patronage, estimated at approximately 120 persons during the morning peak hour (of approximately 151 non-auto trips during the AM) would represent about a 16 percent increase in boardings at Maverick Station. It is not expected that this increase will cause detrimental impacts to the transit system.

The project will also provide for water shuttle service from the site to downtown Boston. This service, described in Chapter IV D, would add the flexibility of providing another option for commuters to downtown Boston and other destinations along the shoreline. It is estimated that a range of from 15 to 25 percent of the resident non-automobile trips could be made by the water shuttle. The water shuttle service would be made available to persons in the general East Boston community, but no specific on-site parking will be provided for this service.

## MITIGATION MEASURES

Clippership Wharf is not expected to result in substantial transportation effects. As part of its review of the project with City officials and community residents through the PZAC process, many of the transportation issues have been worked out and are the subject of a series of PZAC subcommittee reports (see Appendix A) which community residents have adopted through a vote of the PZAC and which City officials have noted their intention to proceed with as part of the development seeking further City approvals. The following mitigation measures are abstracted from these reports and have been incorporated into project planning in order to minimize project impacts on the area.

- Work with the City Transportation Department to define improvements to the intersection of Maverick, Chelsea and Meridian Streets (the "top" of Maverick Square) which would have a slight degradation in level of service. If These improvements require signalization, the Proponent will commit the necessary resources.
- Implement the on-site parking plan layout and parking management strategy which has been worked out with both City officials and community residents. The plan/program is defined in the PZAC Transportation Subcommittee report and summarized earlier in this Chapter. This plan/program is intended to minimize the need for project residents to compete for on-street parking spaces.
- Provisions of docking facilities for the water shuttle, making trips to downtown Boston and other areas.
- Participation in the provision of the water shuttle service, by contracting with an operator or by making other financial obligations to allow for the operation of the service.
- Work with the MBTA Pass Program office to ensure that project residents have the opportunity to participate in the Pass program as desired.

## INTRODUCTION

This section describes the effects of the Clippership Wharf Project on the visual and urban design qualities of the project site and the surrounding area. The discussion begins with a description of the site's urban design context. The discussion then addresses the public policy context comprised of plans, guidelines, and regulations affecting the project area, and then outlines the design review process in which the Proponent has actively participated. Finally, the discussion addresses the urban design characteristics of Clippership Wharf, and analyzes the design and massing of project views taken from representative vantage points in and around the site.

## URBAN DESIGN CONTEXT

### PROJECT SITE

The project site is located along Boston's Inner Harbor, south of Maverick Square in East Boston. The property is situated in a predominantly residential area, and is bounded by Lewis Mall and Lewis Street, Father Jacobbe Road, the Heritage Apartments, and the harbor edge.

Currently, the project site is vacant, except for a lobster wholesale operation on the west side of the property. The lobster wholesaler occupies a 1-1/2 story brick and timber structure, with a small paved parking area for employees and delivery trucks.

The Heritage Apartment complex is located to the north and northeast of the site. This complex is composed of 300 residential units in a series of two- to three-story buildings (family housing) and two larger apartment buildings five stories in height (elderly housing). These buildings were constructed in the mid-1970s, and have brick and glass exteriors.

Massport's East Boston piers are to the east of the site along the Inner Harbor. Pier 1, adjacent to the site, is occupied almost entirely by a large corrugated metal structure, approximately two stories in height. The backlands of Pier 1 are vacant. To the west of the project site is the Hodge Boiler Works, which is housed in a small, two-story building.

## SURROUNDING CONTEXT

Districts and major facilities surrounding the project site include Maverick Square, East Boston's Inner Harbor waterfront, and Jeffries Point.

### Maverick Square

Named after Samuel Maverick, East Boston's first permanent settler, Maverick Square is located one block north of the Clippership Wharf Project site, on the portion of East Boston that was formerly Noddle Island, one of the five harbor islands combined to form present day East Boston.

In 1833, General William Sumner opened the East Boston Company, and soon after established ferry service to downtown Boston from the end of Lewis Street, adjacent to Maverick Square. The ferry service spurred the East Boston Company's trading business and made Maverick Square accessible to mainland Bostonians as a summer retreat. Concurrent with the commencement of ferry service, the Maverick House, an 80-room hotel, was opened in 1835.

Throughout the 1800's, Maverick Square thrived as the nucleus of booming industries established around its perimeter and along the growing East Boston waterfront area. With the advent of metal-hulled ships after the Civil War, the ship building industry waned in East Boston, thus starting the area's economic decline.

The proximity of regional transportation facilities has affected East Boston and Maverick Square in the twentieth century. In 1905 Boston's first underwater vehicular tunnel was completed, and established a connection between Maverick Square and downtown Boston. The tunnel was converted for use by subway cars in 1924, and the MBTA's Blue Line currently uses this tunnel to connect Maverick Square with downtown Boston, Logan Airport, and points north of Boston.

Presently, Maverick Square remains a local center of commercial and residential activity, with small neighborhood stores, restaurants, and bars patronized by area residents. The residential neighborhood surrounding Maverick Square consists primarily of older, one-to three-family dwellings, in moderate condition.

In 1942, the 414 unit Maverick public housing development was opened just west of Maverick Square along Sumner Street. The Maverick public housing consists of a complex of three-story, multi-family, brick buildings. In 1975, the 300 unit Heritage Apartment Complex for the elderly and for families was completed south of Maverick Square along Sumner Street and Lewis Mall. Elderly housing is concentrated in one 5-floor building, on the parcel bounded by Sumner Street, Lewis Mall, Jacobbe Road, and Clippership Lane.

## East Boston Inner Harbor Waterfront

East Boston's Inner Harbor waterfront, located south of Marginal Street and across the Harbor from downtown Boston, has played an important role in the development of East Boston. Maritime industries prospered on the waterfront between 1840 and 1865, during which wharves and piers were built to accommodate the growing trade and ship building activities. Large, brick and timber warehouses were situated on these piers perpendicular to the water's edge, and provided enclosed structures for these maritime uses. To facilitate the transfer of goods directly from ships to land transportation, both the Narrow Gauge Railroad and the Eastern Railroad operated from the East Boston waterfront to cities north of Boston.

East Boston's maritime-related economic growth slowed when steamships replaced wooden ships, and since that time, maritime use of the waterfront has declined significantly. Currently, many vacant piers exist on the East Boston waterfront, and maritime uses are limited to operations on the East Boston Piers located south of Marginal Street, and to various businesses located along the remainder of the Inner Harbor and Chelsea Creek waterfront.

## Jeffries Point

Jeffries Point is a residential neighborhood in the southeast portion of East Boston and is one of the oldest residential enclaves in East Boston. Certain residences within Jeffries Point have views of the Harbor and the East Boston waterfront, however, many views from buildings in this area are occluded by other buildings.

## GUIDELINES FOR DEVELOPMENT

Following review of the original ENF and Draft EIR plan for Clippership Wharf, the design was significantly modified to more fully respond to guidelines for waterfront development set forth by the city, and to better reflect the priorities of pertinent state agencies and local community groups. During this process, documented city plans and design guidelines applicable to the East Boston Inner Harbor waterfront were referenced. In particular, four city documents were studied:

- Boston Harbor Plan, Challenges & Opportunities for the 1980's, prepared for the Boston Redevelopment Authority, City of Boston, 1979;
- Harborpark, A Framework for Planning Discussion, prepared by the Boston Redevelopment Authority, City of Boston, October, 1984; and
- Harborpark, Interim Standards for the Inner Harbor, prepared by the Boston Redevelopment Authority, November, 1984.
- Harborpark Update 1987, prepared by the Boston Redevelopment Authority, 1987.

These reports reflect the progression of city planning for the Inner Harbor waterfront from a conceptual frame work to specific design standards. In addition, proposals for text amendments to the City of Boston Zoning Code (Harborpark Interim Planning Overlay District) pertaining to public access and building heights along the water's edge were studied.

In the mid-1980's, the BRA established the Harborpark planning program to promote the balanced development and continued revitalization of Boston's waterfront. The Harborpark planning process began with a preliminary discussion report that established a 15-month participatory planning period. One of the first steps in this process was the development of interim design guidelines for the Inner Harbor waterfront. The guidelines, released on November 20, 1984, present four design goals followed by more than 100 specific design standards related to urban form, character, public domain, and transportation. These Harborpark design goals are:

- "To encourage appropriate and rational growth that includes major public amenities and reflects sensitivity to human scale and needs;

- To provide ample access including a continuous pedestrian promenade at the water's edge and water-side facilities for ferries, water-shuttles, and pleasure boats;

- To provide spaces and facilities for recreational, cultural, and educational activities; and

- To ensure compatibility of new development with the historic traditional character of the Inner Harbor waterfront."

The more specific Harborpark design standards apply to a wide range of issues that pertain to how a project is designed. Many of the concerns -- such as transportation, public access, and water-dependent uses -- are consistent with the environmental categories covered in MEPA's scope for the Clippership Wharf Project, and are addressed in other sections of this Final EIR. The Harborpark standards most often referred to in the public review of the initial ENF plan were those that dealt with:

- Provision of extensive public open space

- Establishment of views to the harbor and downtown from both on- and off-site locations

- Integration of water-dependent uses

- Plans for pedestrian and vehicle circulation

- Location of on-site parking facilities

## PLANNING PROCESS

### Public Review

Following extensive project review conducted by the BRA urban design staff, state agency reviewers, and representatives from the Harborpark Advisory Committee, local East Boston community groups, and other public interest groups, the initial ENF plan and then the Draft EIR plan for Clippership Wharf were revised and refined in order to better reflect the priorities of such project reviewers. In general, the most recent benefits include:

- A reduction in the building program from approximately 400 units, as documented in the Draft EIR, to approximately 370 units;
- A reduction in height for Buildings One and Two from seven stories to six stories.
- The incorporation of 55 Clippership Wharf residences as affordable units.
- Creation of three substantial new open space areas -- a new one-acre open space at the water's edge, an extension of the Lewis Mall to the waterfront, and a new lawn and garden area in front of the Heritage Apartments.
- Creation of a new community boating facility.
- Re-orienting buildings to create a new visual corridor focusing on the Bunker Hill Monument.

As fully described in Chapter III, the Clippership Wharf project has been endorsed by the East Boston Planning and Zoning Advisory Committee (PZAC) a group of community representatives appointed by the Mayor to review this project. This review comprised an approximately year-long process and involved refining the original project proposal to better meet the objectives of the local community.

The Proponent is committed to continued participation in this public review process and to providing a project that is amenable to the surrounding community. The project review process will continue to include meetings with governmental and agency environmental and waterfront concerns, in addition to meetings and presentations made to local community groups and to the East Boston Planning and Zoning Advisory Committee.

## Regulatory Consultations

In addition to the previously described state and local review process for Clippership Wharf, the following agency reviews and consultations have occurred:

### Zoning Regulations

The existing zoning for the project site is W-2, permitting waterfront/industrial uses. However, the Proponent of the Clippership Wharf Development is seeking Planned Development Area (PDA) approval from the city.

The Clippership Wharf project has been endorsed by the East Boston Planning and Zoning Advisory Committee (PZAC), an advisory group composed of community representatives responsible for reviewing zoning proposals and development proposals in East Boston. The PZAC review process is more fully described in Chapter III - Alternatives.

A Harborpark Interim Planning Overlay District (IPOD) was approved for Boston's Waterfront in March 1987, but the East Boston waterfront was excluded from the Harborpark IPOD. An IPOD designation for the entire East Boston neighborhood has been sought by local community groups, and a draft amendment was presented to the public on October 14, 1987.

### Massachusetts Historical Commission

The Proponent has consulted with the Massachusetts Historical Commission (MHC), and upon review of the proposed project, the commission has determined that Clippership Wharf will not likely affect significant historic or archaeological resources. MHC has also stated that "No further review is required in compliance with Massachusetts General Laws, Chapter 9, Sections 26C and 27C, as amended by Chapter 152 of the Acts of 1982 (950 CMR 71)."

### Boston Landmarks Commission

The Proponent has also consulted the Boston Landmarks Commission (BLC), but BLC has not yet surveyed the East Boston neighborhood to determine its architectural significance. Various properties in East Boston have been designated as National Historic Landmarks and/or Boston Landmarks, however, none of these properties are located within the immediate project area.

## VISUAL QUALITY ANALYSIS

## PROJECT DESIGN

The physical setting, surrounding land uses, building forms, public policies and guidelines for the project site create the urban design context for Clippership Wharf. The goals of the design are to create a project for this underutilized site that: promotes public use and access; integrates facilities for water-related activities; provides housing; and relates well to the scale and character of the surrounding residential and waterfront environment. Although these objectives were largely embodied within the plan proposed in the Draft EIR, these goals have been further realized as a result of a range of design revisions made as part of the PZAC and BRA review processes subsequent to the Draft EIR. The following discussion describes the objectives of the project design revisions, and then presents the existing views as compared to the views created by the currently proposed Clippership Wharf project.

### Project Design Features

The project design and its most recent revisions have been organized by factors such as circulation, building massing, open space, and edge conditions. The revisions have been made to emphasize the surrounding neighborhood patterns of streets, building scale and view corridors.

### Circulation

The project's circulation network is defined primarily by the extension of existing pedestrian and vehicular pathways onto the site, by limitation of vehicular movement within the site, and by promotion of pedestrian access to the waterfront. There will be two points of vehicular access onto the project site: Clippership Lane and Marginal Street. An interior circulation drive will connect these two entries, situated primarily toward the landside edge of the site, away from the water's edge.

The project's pedestrian pathways and open spaces are also organized within the framework created by the linkage of these streets onto the site. The two primary pedestrian entrances will be at Clippership Lane and Marginal Street. The entire perimeter of the site will be designed for pedestrian use, except at the proposed maritime commercial facility where unlimited public access would not be in the interest of public safety.

The project's circulation pattern is also designed to connect with and complement the pedestrian-oriented Lewis Mall and its extension to be created by the Proponent adjacent to the site. The buildings on-site have been redesigned and reduced in size and mass, resulting in enhanced pedestrian circulation. Footpaths will lead from the Lewis Mall to every area of the project site. A water shuttle service operating from the pier at the end of Lewis Mall will provide access to downtown Boston as part of Boston's Inner Harbor water transportation network. The project's system of access has been designed to respond to the nearby local public transportation network, particularly the MBTA Blue Line and bus lines at Maverick Square. The project's circulation network will accommodate handicapped users, and provide access for emergency vehicles, and passenger drop-off to the interior areas of the project.

## Building Massing

The project's linear building masses oriented perpendicular to the water's edge (reflecting historic usage of the site) establish corridors to direct views and circulation through the site out toward and across the waterfront. These building forms reflect the character of existing and former historic warehouse structures located within the Inner Harbor waterfront. Buildings will be stepped back away from the water's edge for increased waterfront visibility and will step down to reflect the massing of mid-size buildings north of the site.

The buildings have also been reduced in length in order to further open up the site to views. This design improvement will maintain the cross axis of Marginal Street extended through the site, and create a central view corridor to Charlestown and the Bunker Hill Monument.

As was the case for the project as proposed in the Draft EIR, the resident parking facility will be located underground, eliminating the partially elevated parking structure which was proposed in the original ENF plan.

### Open Space

The goal of the Clippership Wharf redesign process has been to create a series of linked open spaces within the site. These areas include passive and active recreation areas, and areas of land and water to provide a variety of settings for public use and activity. Major components of this open space network are discussed in more detail in Chapter IV C, Public Access, and include: the extension of Lewis Mall; the new one-acre open space at the waterfront; the lawn/garden area in front of the Heritage Apartments; the Clippership Wharf Harborwalk area; a waterfront plaza at the community boating facility; a marina; as well as other landscaped gardens, lawn areas, and public open spaces. Landscaping treatments, public amenities, and programming will be selected to define character and provide multiple uses of these public open space areas.

### Edge Conditions

Edge conditions have been designed to create transition zones between surrounding land uses and on-site areas of land, buildings, and water. The edges of the site will be established as public areas, with clear vehicular and pedestrian access to the project and views through the site to the water's edge. The waterfront edge will be designed to encourage public pedestrian use, as indicated by landscaping, benches, railings, lighting, and other amenities which will be partially visible from the landside edges of the site. Active and passive water-related public uses will be concentrated around the perimeter of the site. Landscaped public lawns will provide a transition zone, and will establish a physical separation between the proposed project and the Heritage Apartments to the north of the site.

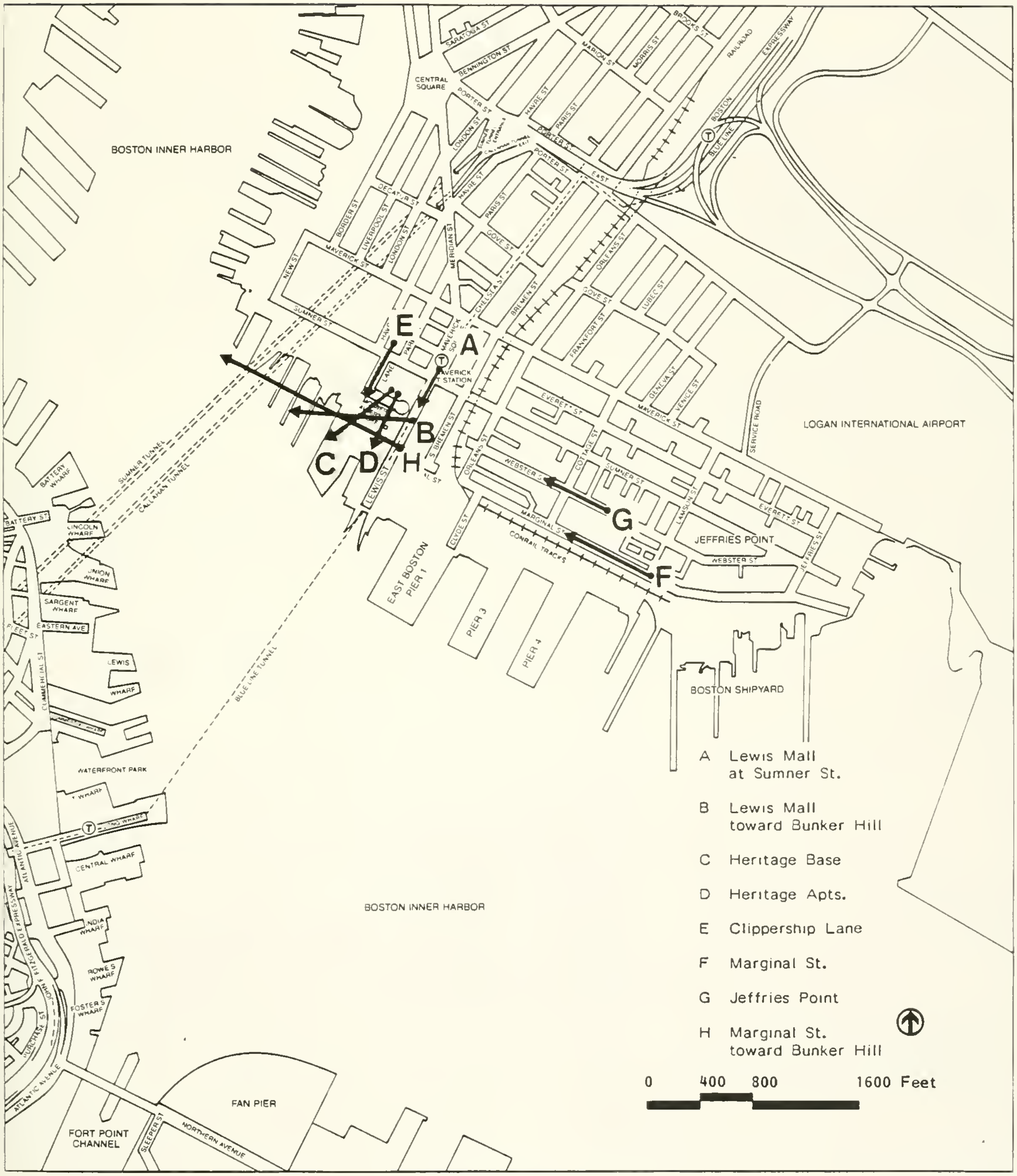
The edges of the proposed buildings will be designed to serve as transition zones between the public open spaces covering the majority of the project site and the residences in the project. These edges will include patio gardens along the residential buildings on the groundplane, and the incorporation of balconies and other facade elements to add interest and establish human scale at these building edges.

## VISUAL IMPACT ANALYSIS

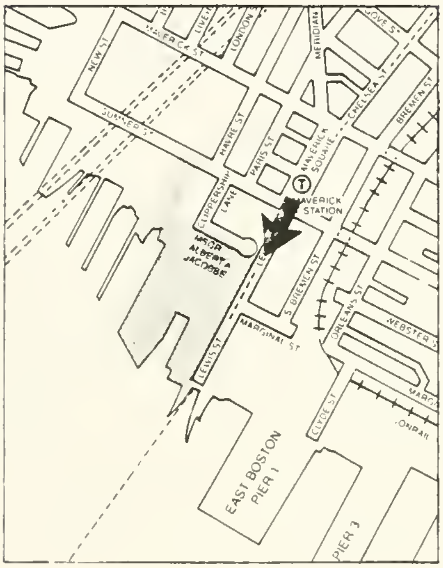
The following sketches and discussion identify urban design effects on the visual environment expected to result from the proposed project. These effects are described through eight sets of pedestrian-level views taken from locations adjacent to the site, along Marginal Street, and from Jeffries Point. Each set of views compares the existing condition (No-Build) with the currently proposed project. These views are based on three-dimensional visual modeling from set distances along specific view corridors. The goal of this methodology is to produce an accurate representation of what would actually be experienced by the viewer. The accompanying map (Exhibit IVB-1) identifies the locations from which each of the eight views was taken.

The urban design elements used as criteria to evaluate the visual characteristics of the proposed Clippership Wharf Development include height, scale, massing, connections/linkages, view corridors, public accessibility, pedestrian movement activity.

EXHIBIT IV-B-1
Views Analyzed



## VIEW A -- LEWIS MALL AT SUMNER STREET



## EXISTING

In this view, seen from the sidewalk opposite Lewis Mall along Sumner Street, the linear open space of Lewis Mall stretches toward the waterfront and downtown Boston. Existing two- and three-story structures and dense plantings line the foreground, and the top of the Heritage Apartments appears just beyond in the right hand portion of the view. Although the landscaping in the middle of the mall obscures portions of the downtown skyline during the warmer months, a number of tall buildings still define the downtown skyline. The Inner Harbor appears as a narrow band of water between the end of Lewis Mall and Rowes Wharf on the downtown Boston waterfront.

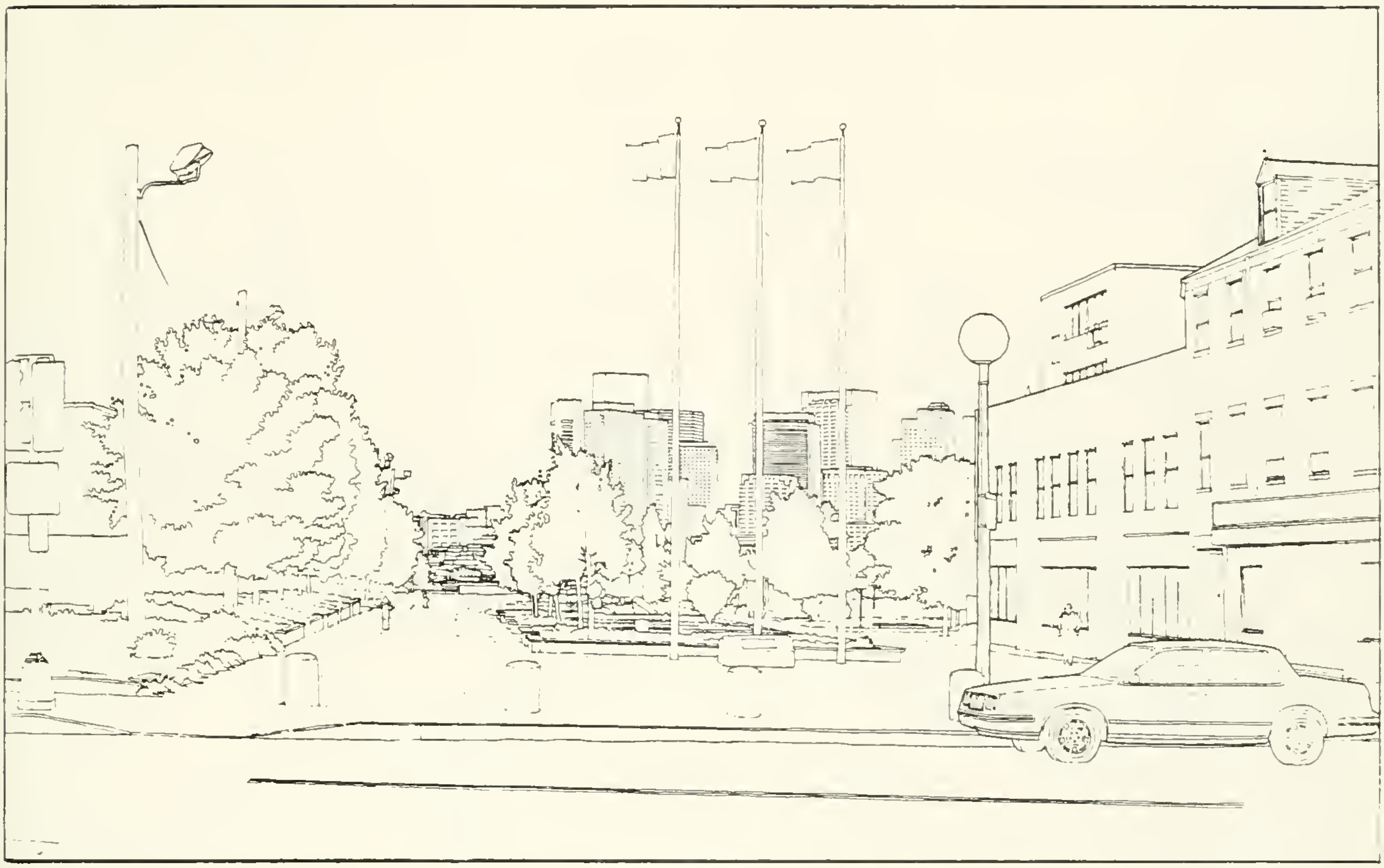
## CLIPPERSHIP WHARF

As a result of creation of Clippership Wharf, the right-hand side of Lewis Mall will become better defined and extended to the waterfront. The linear orientation of Buildings One and Four will direct the view toward the water alongside the mall, and the break between these buildings will help to create a greater sense of openness. The building elements such as balconies, chimneys and setbacks lend scale and complexity to the building massing similar to that of existing residential buildings adjacent to Lewis Mall.

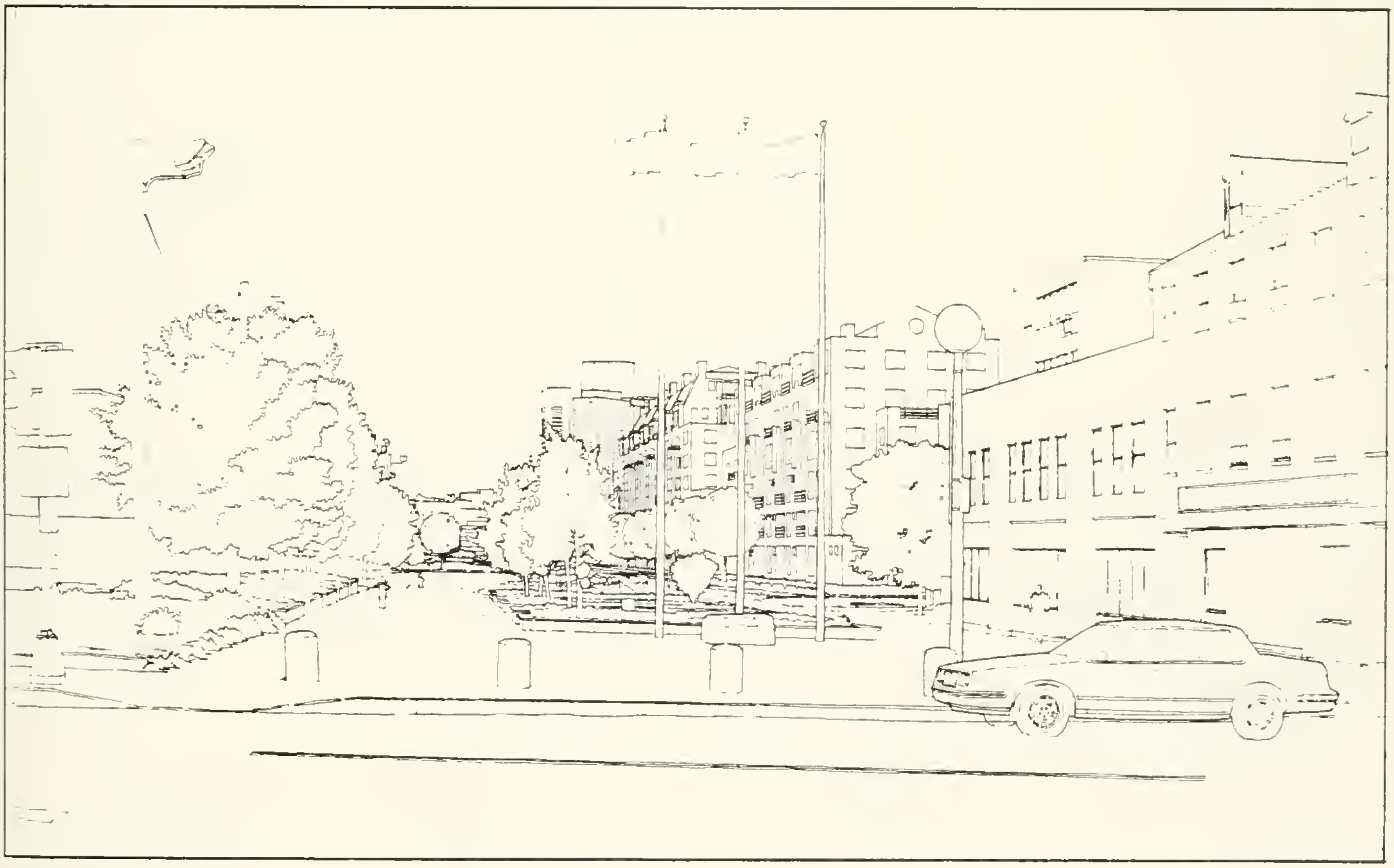
The extension of Lewis Mall that the Proponent plans to construct and maintain will provide landscape improvements extending across the presently vacant strip between the existing Lewis Mall and the water. It will create a continuous landscaped open space extending from Sumner Street to the water's edge.

Although some portion of the downtown Boston Skyline will be obstructed by the project, the southeast edge of the financial district and portions of the downtown waterfront will remain visible with partial views of the Federal Reserve Building, International Place, Rowes Wharf and Harbor Towers. The one-acre park located at the end of Building Four -- a product of design revisions completed since the Draft EIR -- will open up the downtown view as compared to the project as proposed in the Draft EIR.

EXHIBIT IV-B-2
View A

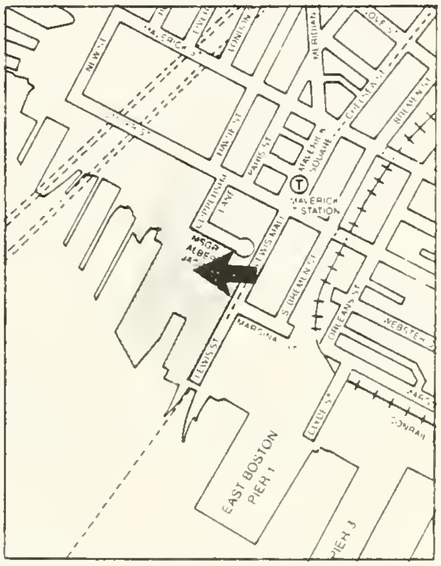


Existing



Proposed

## VIEW B -- LEWIS MALL TOWARD BUNKER HILL MONUMENT



## EXISTING

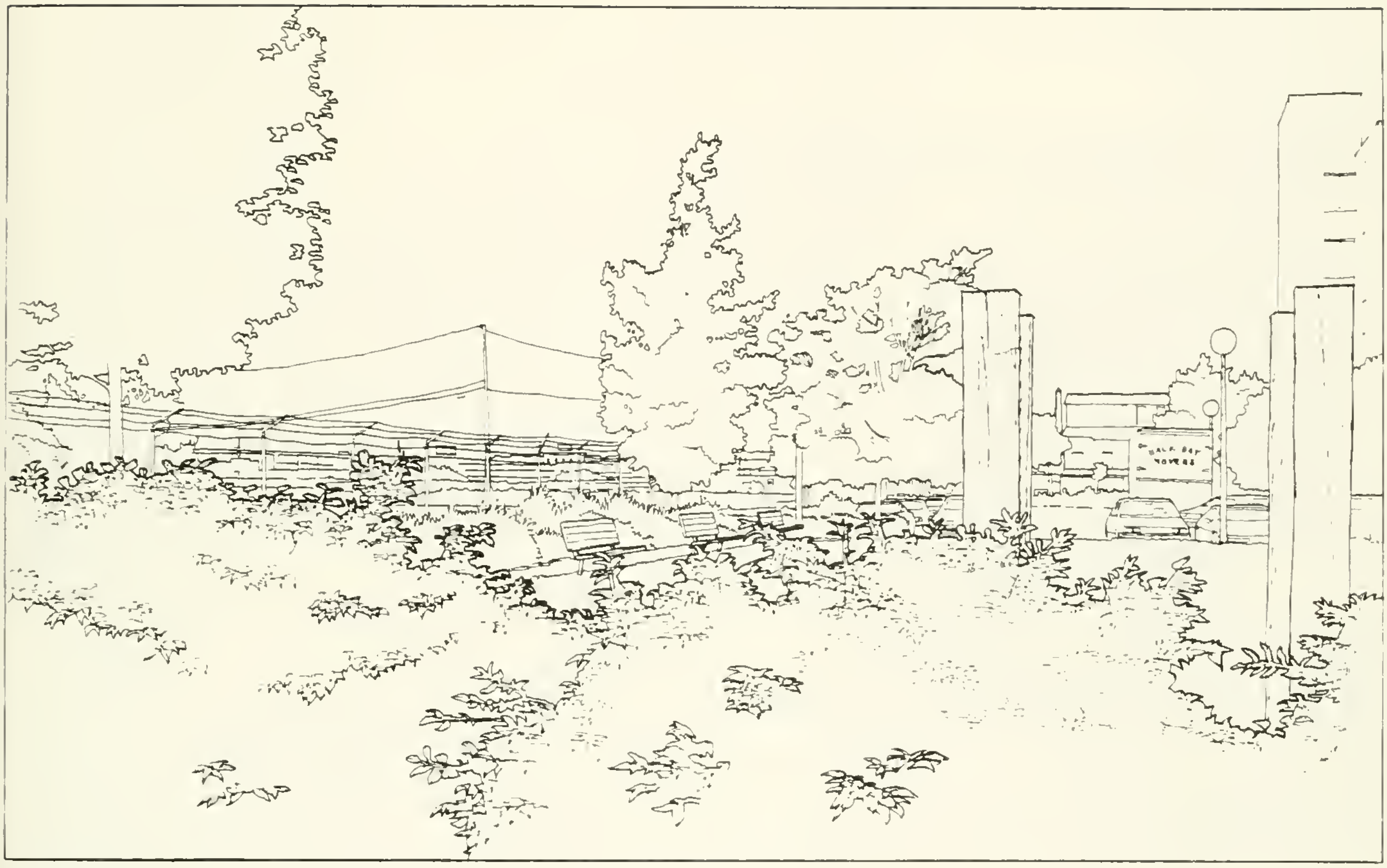
Seen from the Lewis Mall at the northeast corner of the site, this view towards the Bunker Hill Monument is dominated by foreground landscaping elements associated with the mall and the Heritage Apartment complex. Trees, shrubs, benches, walkways, and paving occupy this area. To the left of this view is the fenced-off project site. Existing structures, including the Heritage Apartments and the low mass of the Hodge Boilerworks, occupy the right hand portion of the view. The top third of the Bunker Hill Monument in Charlestown can be glimpsed to the left of the boilerworks. However, the ability to see the monument from this area varies substantially with the precise location of the viewer.

## CLIPPERSHIP WHARF

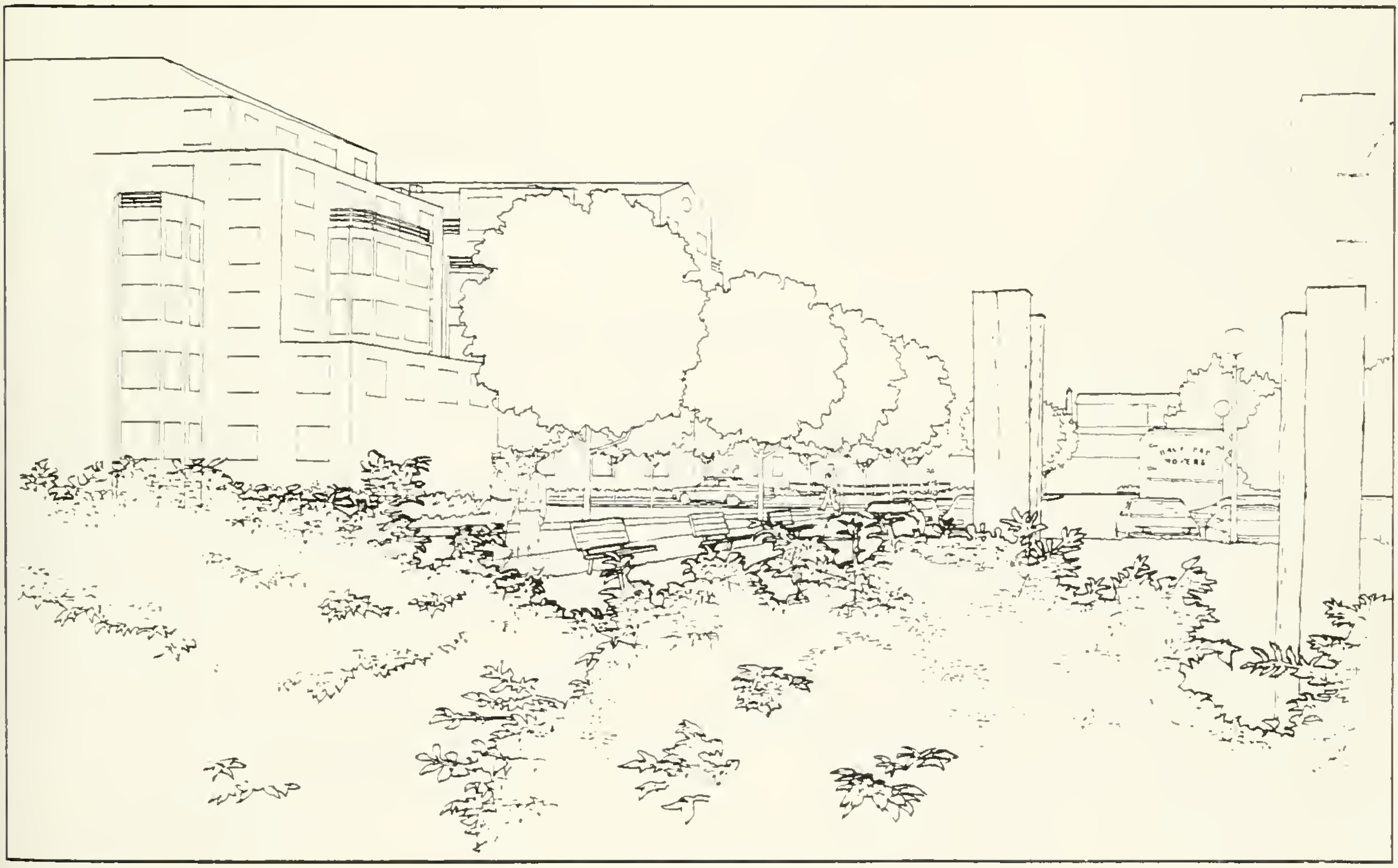
The currently proposed plan contains several revisions that have been made since the publication of the Draft EIR which contribute to greater open space and better views on-site. The elimination of the tennis court and its surrounding fence will have the greatest impact on this view. The area which had been designated for the tennis court will, as currently proposed, be an open space, landscaped with new trees, lawns and other plantings to complement the existing landscaping associated with Lewis Mall. This view also depicts a reduction of height and massing of Building One which increases the sense of openness and provides a limited view of Building Two and the edge of Building Six in the left and center middle ground.

Balconies and varied roof formations convey a residential character consistent with the Heritage Apartments at the far right. The one-story Hines & Smart Building remains in the right side of this view corridor. The view of the Bunker Hill monument remains unaffected by the project.

EXHIBIT IV-B-3
View B

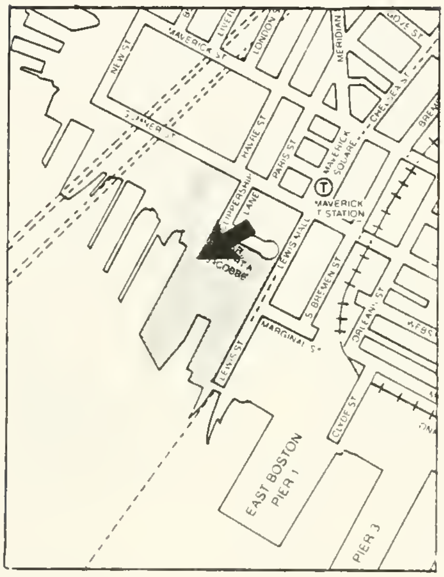


Existing



Proposed

## VIEW C -- HERITAGE APARTMENTS GROUND LEVEL



## EXISTING

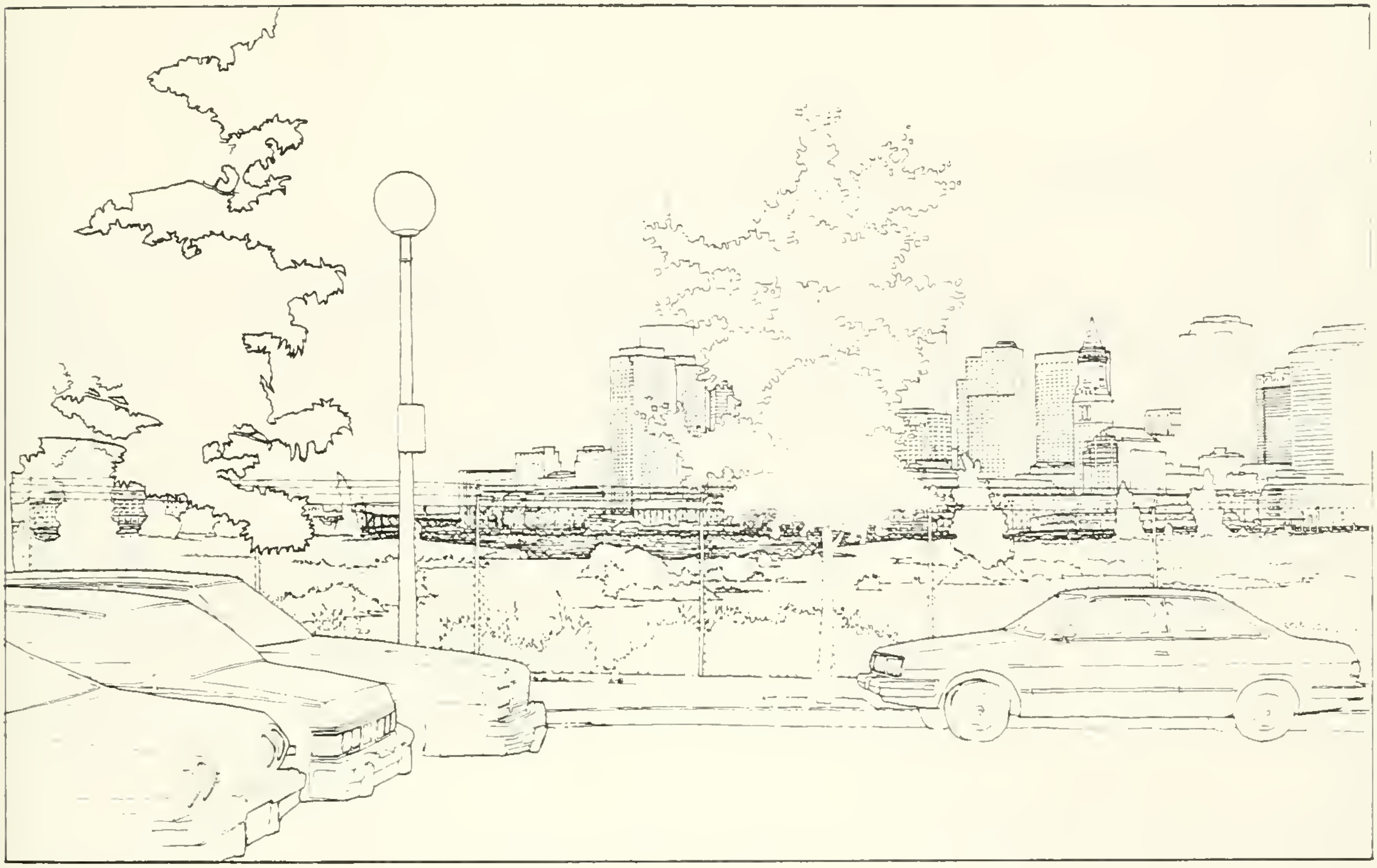
Standing on the sidewalk in front of the Heritage Apartments looking across Father Jacobbe Road toward the site, the viewer sees the vacant, deteriorated, and fenced-off site in the foreground, a slim view of the Inner Harbor in the middle ground, and the downtown Boston skyline forming the background. The edge of the site closest to the viewer is dominated by street trees and a chain-link fence barring access to the area. The downtown Boston skyline view ranges from South Boston and the Fort Point Channel on the left to Sixty State Street on the right.

## CLIPPERSHIP WHARF

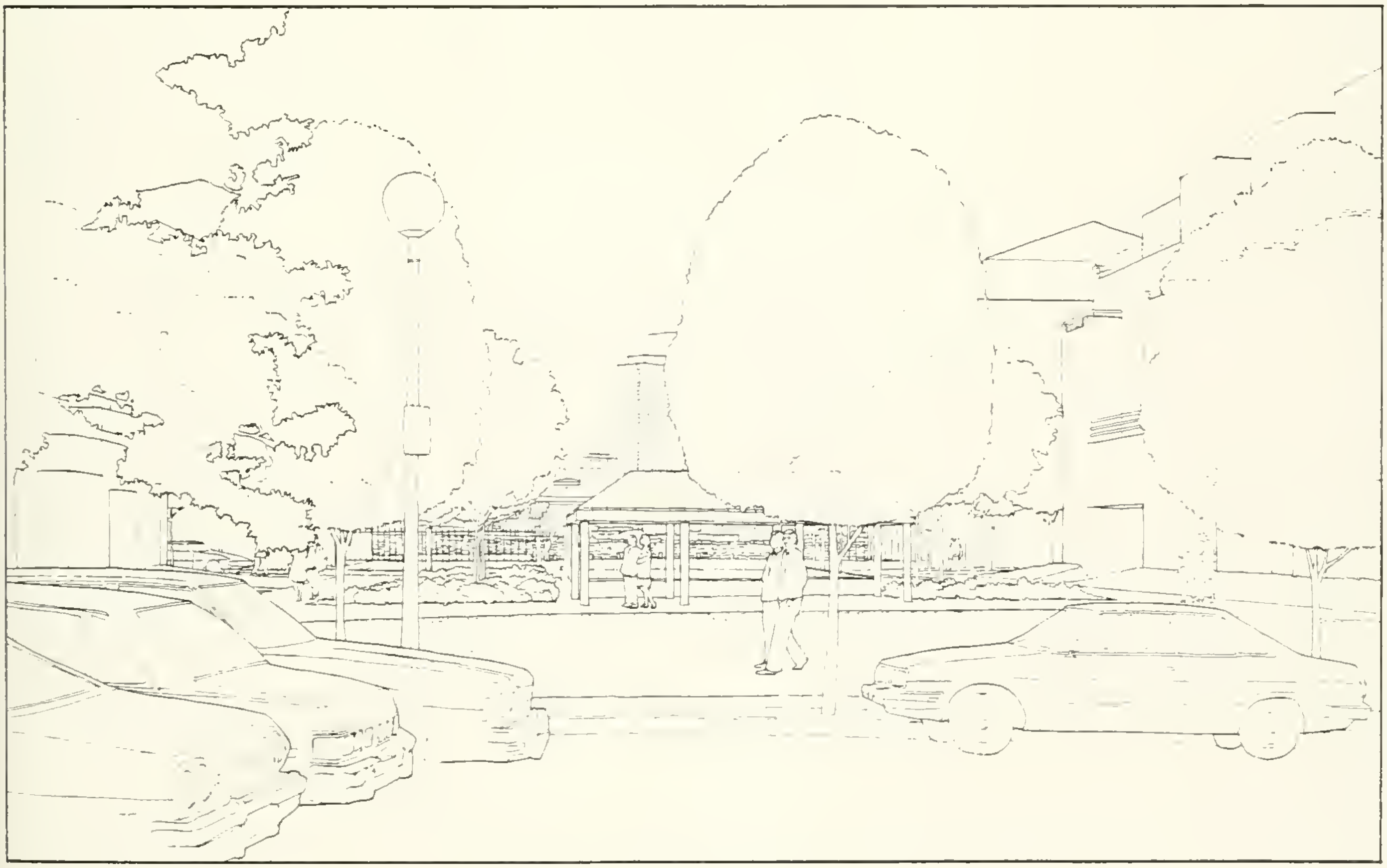
As compared to the project described in the Draft EIR, the currently proposed project results in a more open view from this perspective. Tennis courts, originally located in the foreground in the Draft EIR plan, have been eliminated, thus removing a major obstruction to this view. The parallel linear formation of Buildings One through Four perpendicular to the water's edge create the project's central open space. The alignment of the structures' vertical expressions indicate an orientation toward the landscaped court and focus the view on the Inner Harbor. Separations between Buildings One and Four and between Buildings Two and Three create a sense of openness.

The effect of trees on this view will vary seasonally as trees become more "transparent" during fall and winter due to the loss of foliage. The views underneath the tree canopies will remain relatively open. These views will be framed by elements such as an open-air pavilion at the end of the garage ramp, trellises and fences which have been designed to maximize views through to and across the waterfront.

EXHIBIT IV-B-4
View C

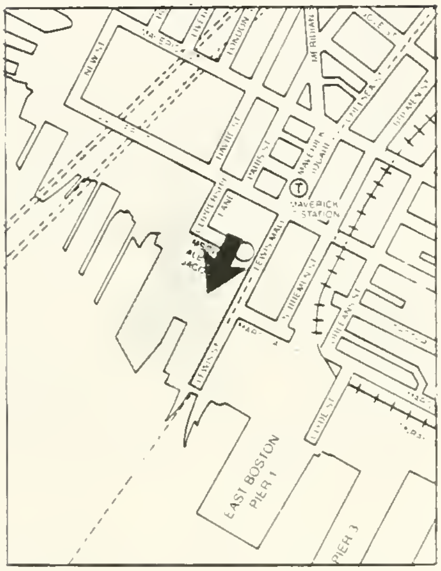


Existing



Proposed

## VIEW D -- HERITAGE APARTMENTS UPPER-FLOOR RESIDENCE



## EXISTING

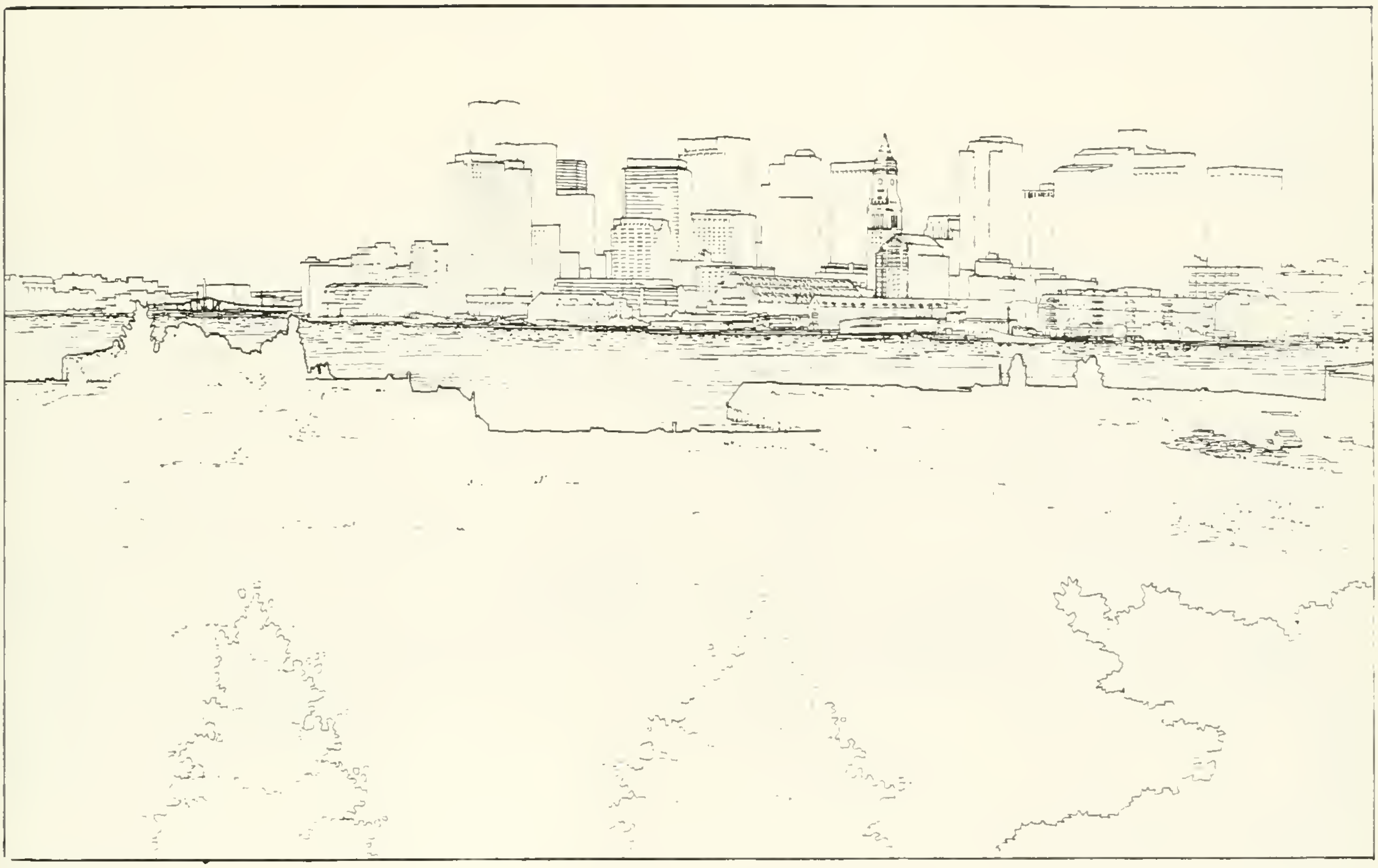
This view was selected as representative of what is seen from a typical unit along the south side of the fourth floor of the Heritage Apartment complex. The specific view will change somewhat from apartment to apartment. The existing view includes a broad flat foreground of the substantially empty and deteriorated waterfront edge of the site, with a broad sweep of the Inner Harbor. A wide ranging view of the downtown Boston waterfront and Financial District centers on the spire of the Custom House Tower, and fills the background of this view. The old, deteriorated East Boston ferry terminal at the end of Lewis Street is visible at the far left, with the Fort Point Channel and South Boston visible in the background. To the far right is the existing Hines & Smart Lobster Company building and parking area, with the North End visible across the Harbor.

## CLIPPERSHIP WHARF

The Clippership Wharf project will create a focused vista toward downtown Boston and the Inner Harbor waterfront, extending from Rowes Wharf to One Post Office Square. Stepped heights and complex building facades create a sense of scale and massing which adds interest to the view.

Landscaping and pedestrian amenities, such as a pavilion, lawns and walkways will characterize this open space and provide a screen for the entrance/exit to the underground parking facility. The trellis, to screen the ramp, has been reduced but will still draws the eye toward the water. The elimination of the tennis courts significantly enhances the foreground entrance to the site, and this area is demarcated with the addition of a public pavilion. A decorative fence has been added to delineate the central turnaround. The movements of the water shuttle, community boating and other marine activity will activate and enhance this view.

EXHIBIT IV-B-5
View D



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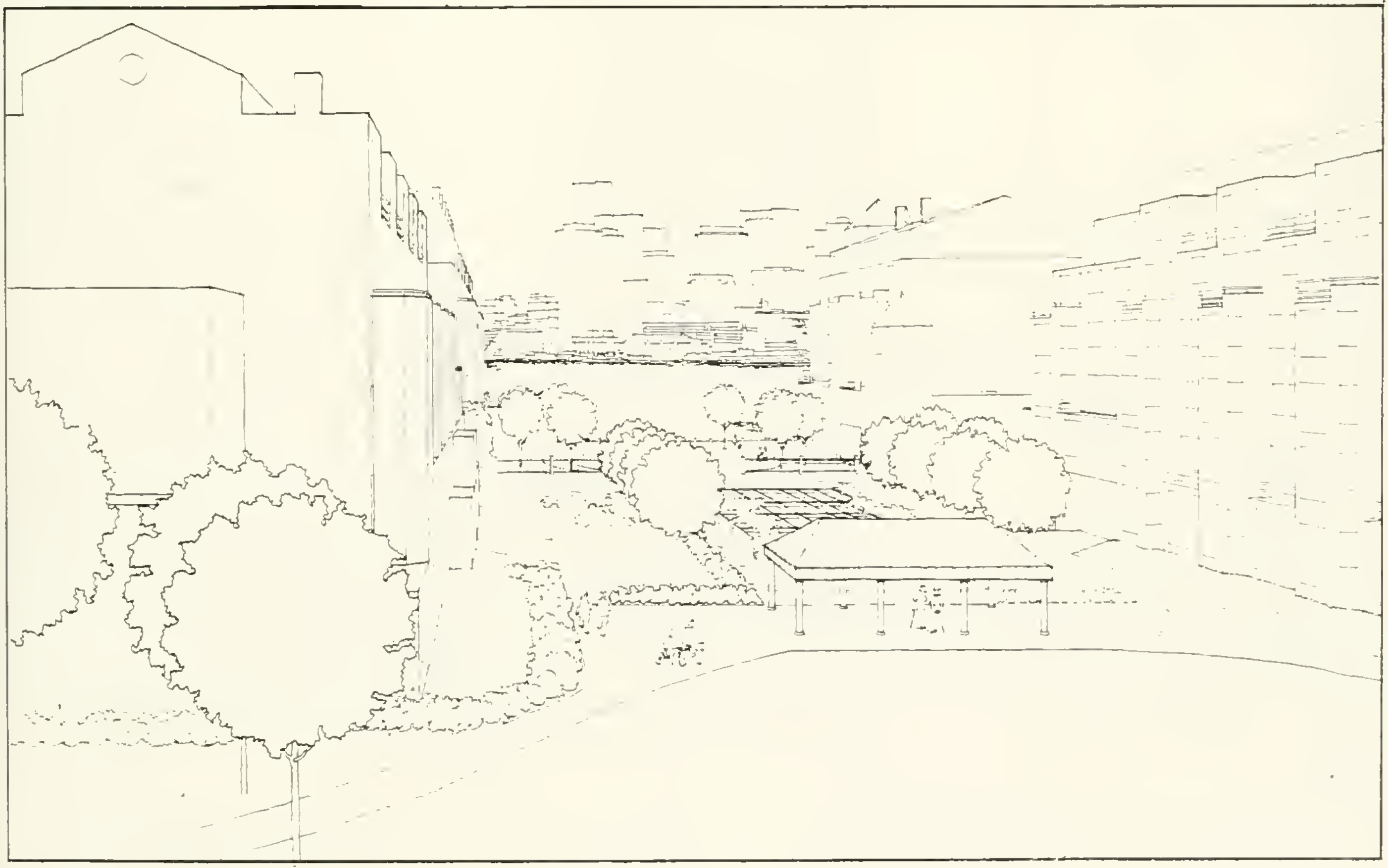
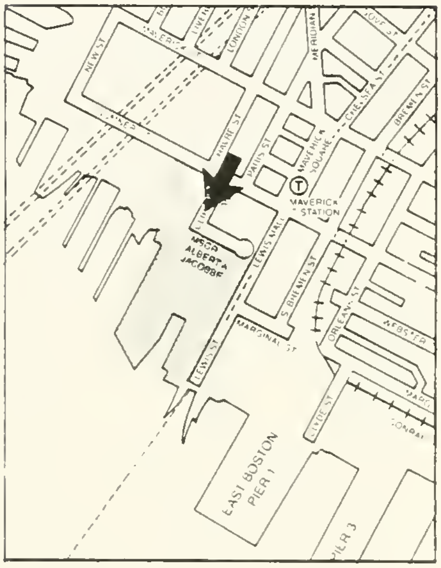


Proposed

## VIEW E -- CLIPPERSHIP LANE



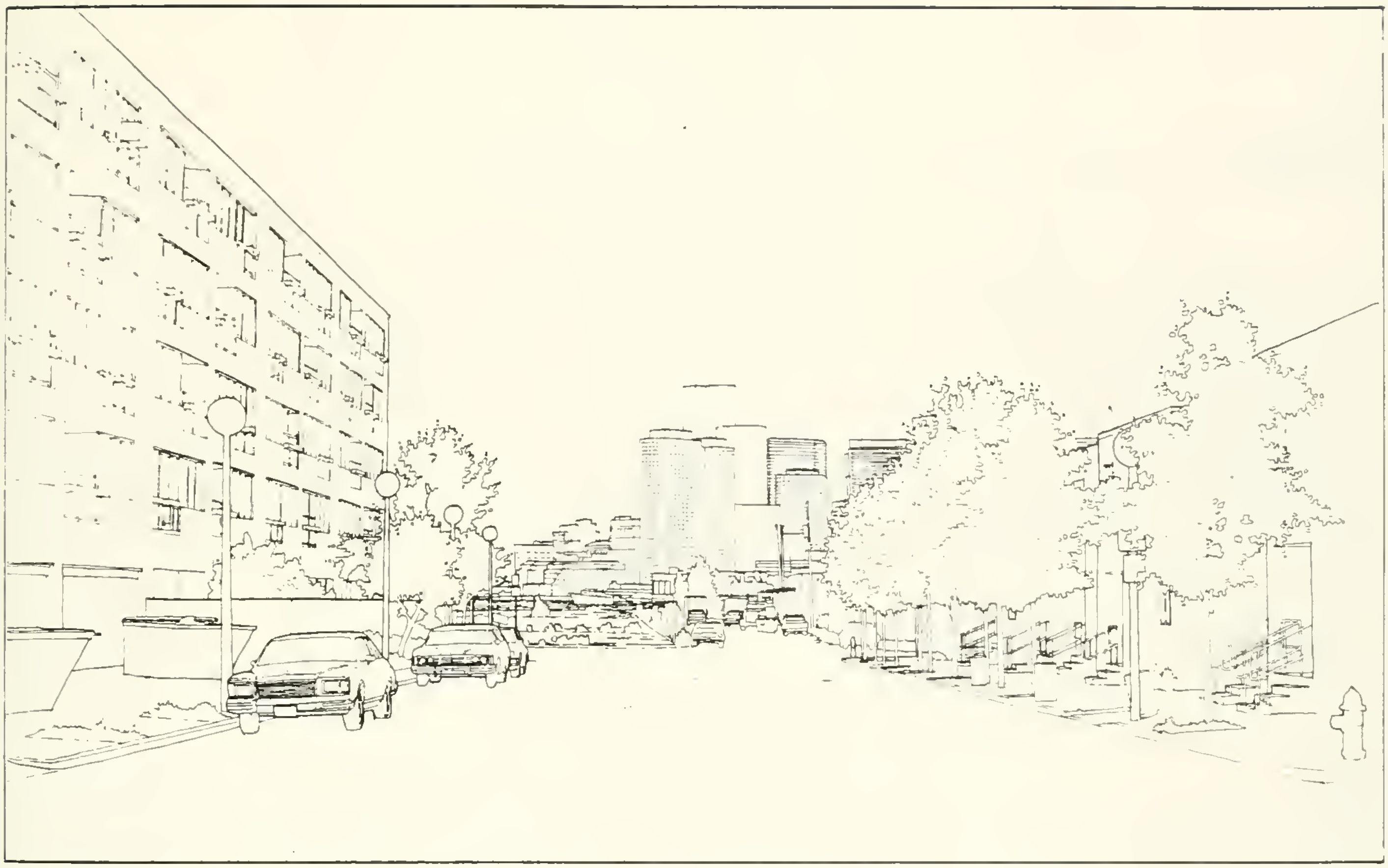
## EXISTING

This view is seen from approximately one block from the site, along Clippership Lane. The existing residential buildings frame a view towards the project site with the waterfront and downtown Boston skyline beyond. The entry orientation, lower scale building elements, street lighting, and tree plantings define a residential streetscape. The high-rise development along the downtown Boston waterfront appears in the background. However, the middle ground of this view changes in character as it crosses Jacobbe Road, beyond the framing elements of the Heritage Apartment complex. This middle ground -- composed of the vacant, dilapidated, and overgrown open areas of the project site, the low-scale masses of the current Hines & Smart Lobster Wholesale operations, and the trucks and other vehicles associated with Hines & Smart -- limits visual access to the Inner Harbor.

## CLIPPERSHIP WHARF

The addition of the proposed project to this particular vista serves to extend the residential-scale streetscape towards the water's edge. With the proposed project in place, an open perspective directed toward the waterfront and downtown Boston is achieved. Principal waterfront landmarks, such as Rowes Wharf, Harbor Towers, International Place, and the Aquarium will remain visible. Rows of new trees will line both sides of Clippership Lane from the foreground of the existing foreground plantings to the waterfront, further enhancing the view and unifying it with the existing streetscape. Buildings Two and Three will align the left side of the street and on the right, Buildings Five and Six. These buildings' facades will be articulated with intermediate-scale elements that relate comfortably to the heights of the existing residential structures in the foreground. The lawn and open-air community boating pavilion, between the vehicular turnaround at the end of the pier at the water's edge may be visible through the trees on the left side of Clippership Lane, though it is not visible in this rendering.

EXHIBIT IV-B-6
View E



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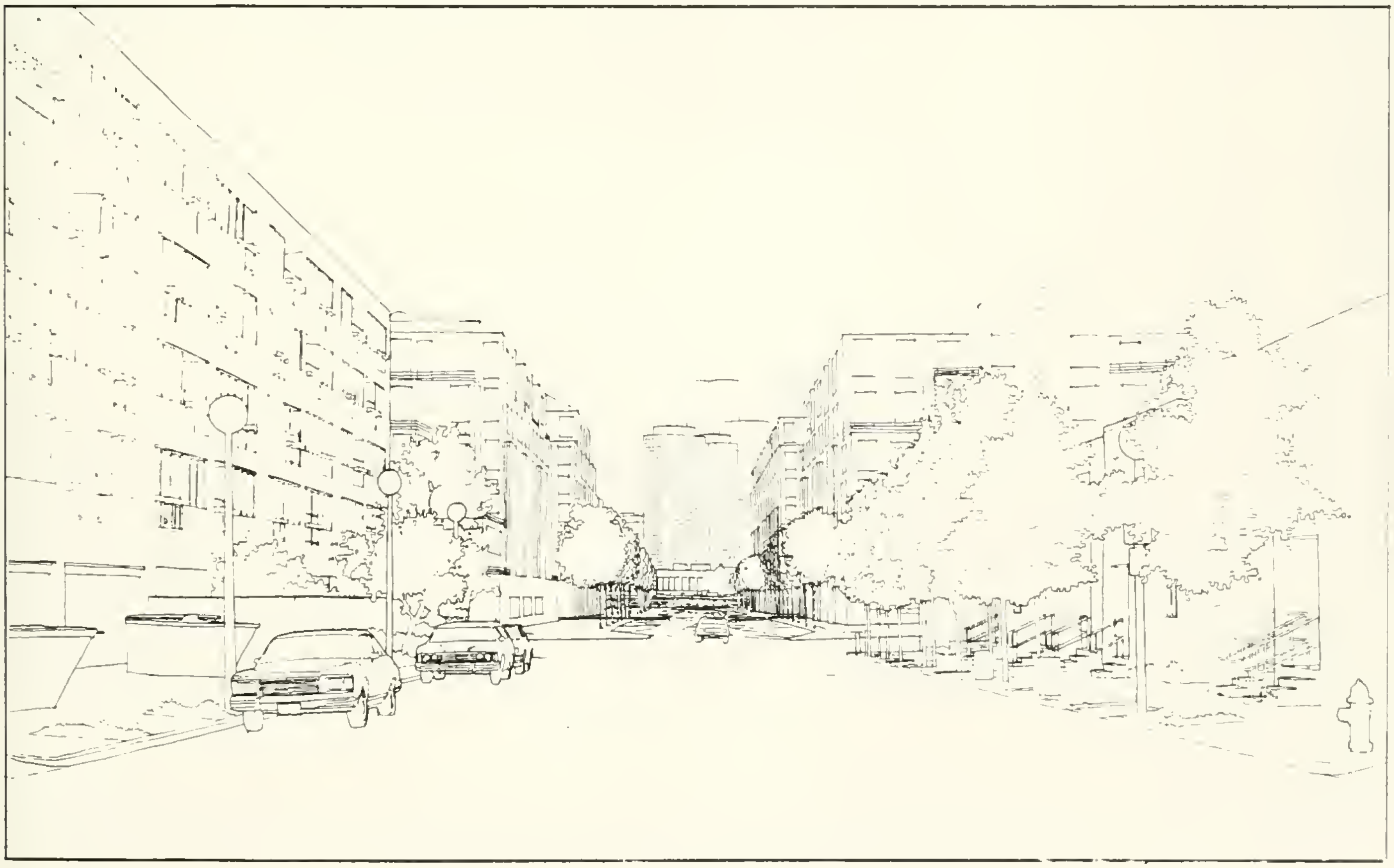
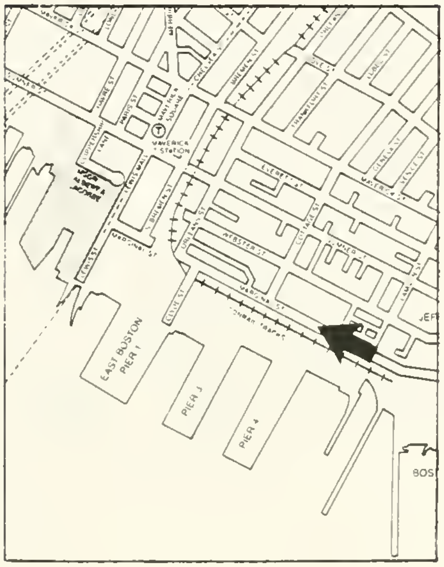


Proposed

## VIEW F -- MARGINAL STREET



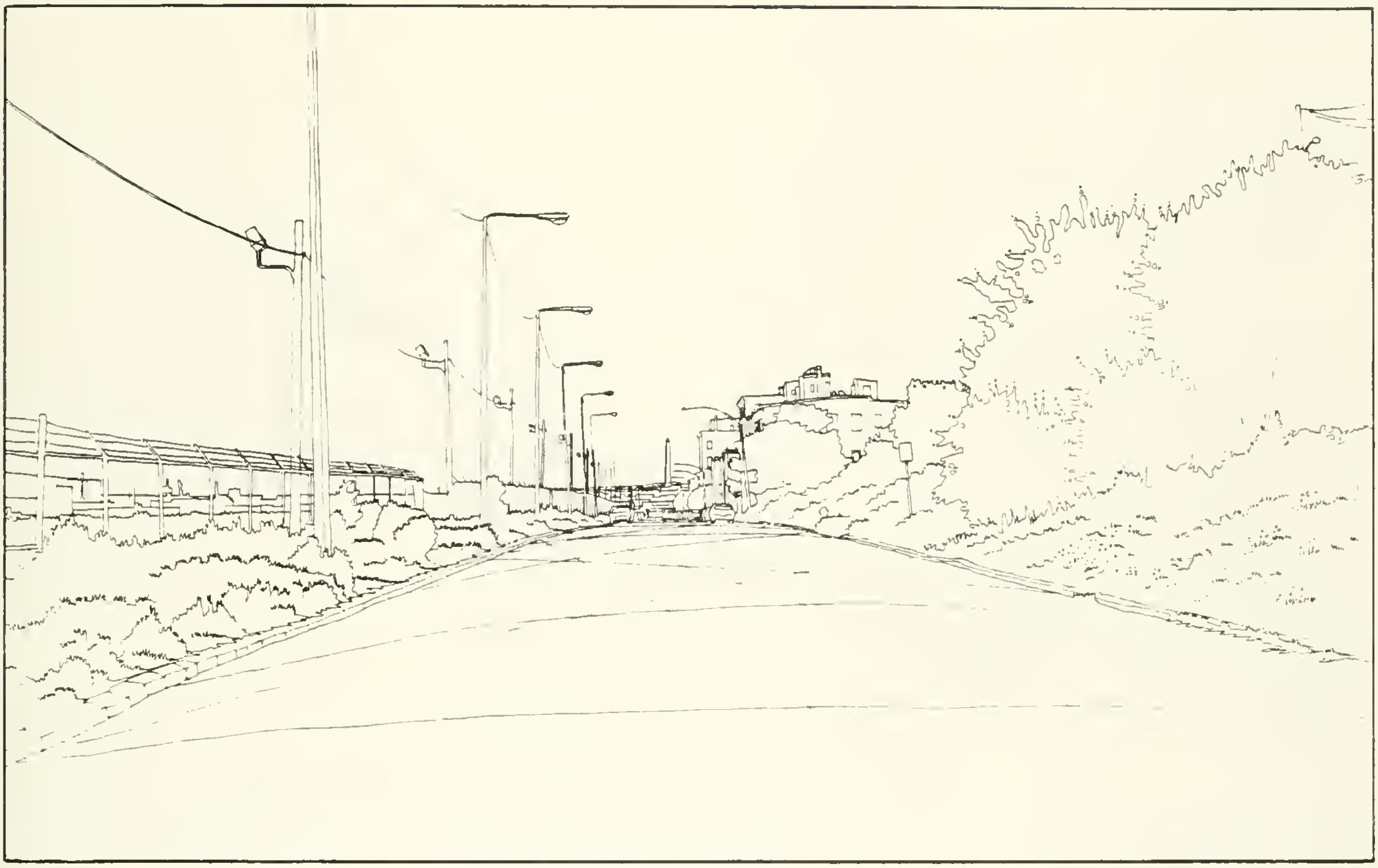
## EXISTING

Marginal Street is aligned approximately with the Bunker Hill Monument in Charlestown, as this view demonstrates. Seen several blocks from the project site, this existing view down Marginal Street includes the edge elements of the Massport East Boston piers, including light towers, fencing, and a row of street lights to the left. In the foreground, landscaping and open space dominate the right side of the street, giving way to a variety of scales of housing further down. The end of this perspective includes the Bunker Hill Monument, atop the crest of Bunker Hill.

## CLIPPERSHIP WHARF

Since publication of the Draft EIR, the position of project buildings has been reoriented to establish an open vista to the Bunker Hill Monument as seen from Marginal Street. From this viewpoint, the project can be seen to extend the residential building fabric out along Lewis Mall toward the waterfront. In the proposed project, this cross-axis extends from Lewis Mall past the central turn-around through to the marina and harbor.

EXHIBIT IV-B-7
View F



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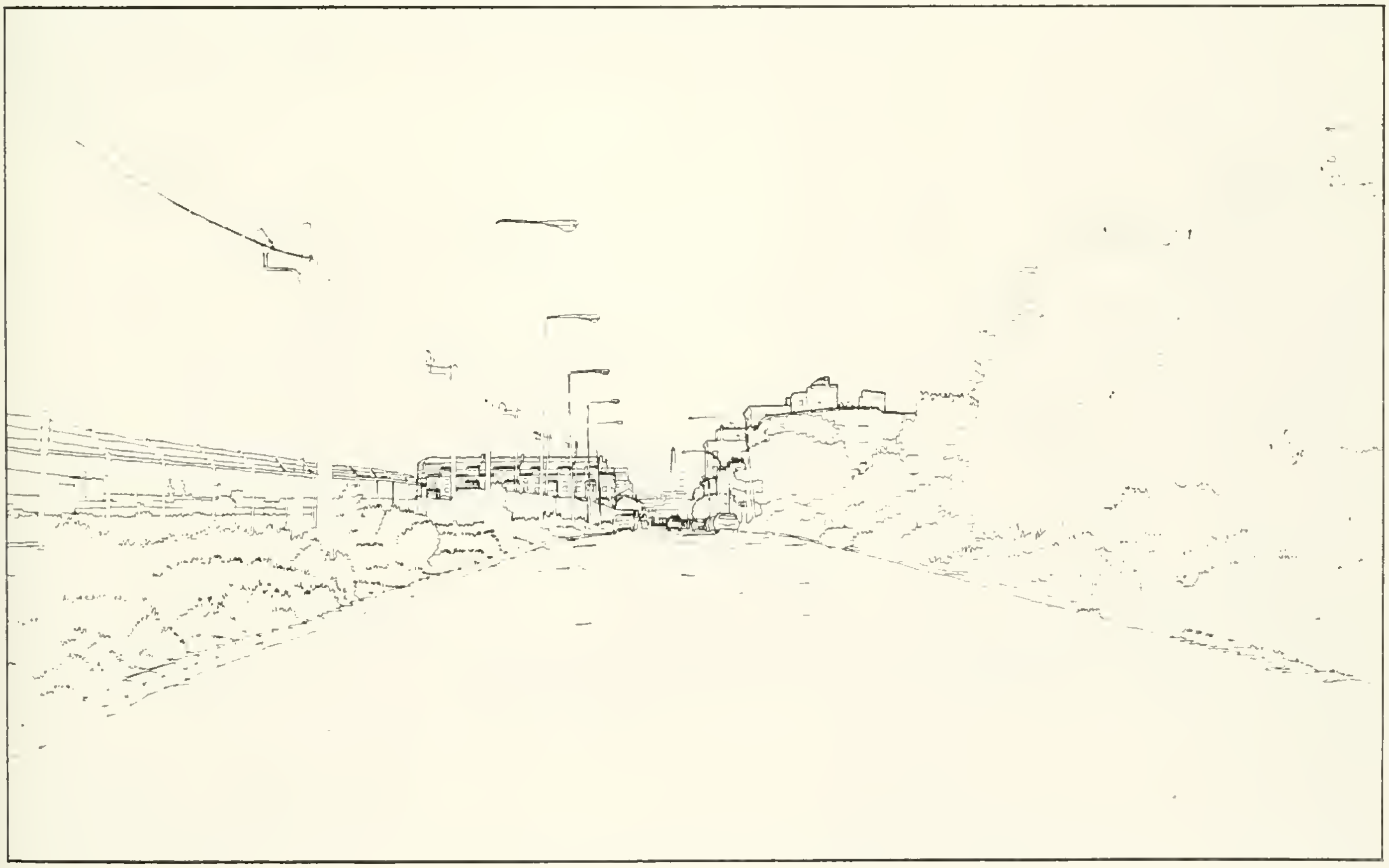
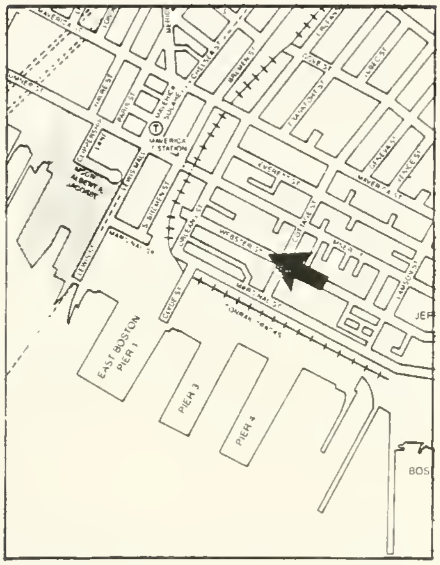


Proposed

## VIEW G -- JEFFRIES POINT TOWARD BUNKER HILL MONUMENT



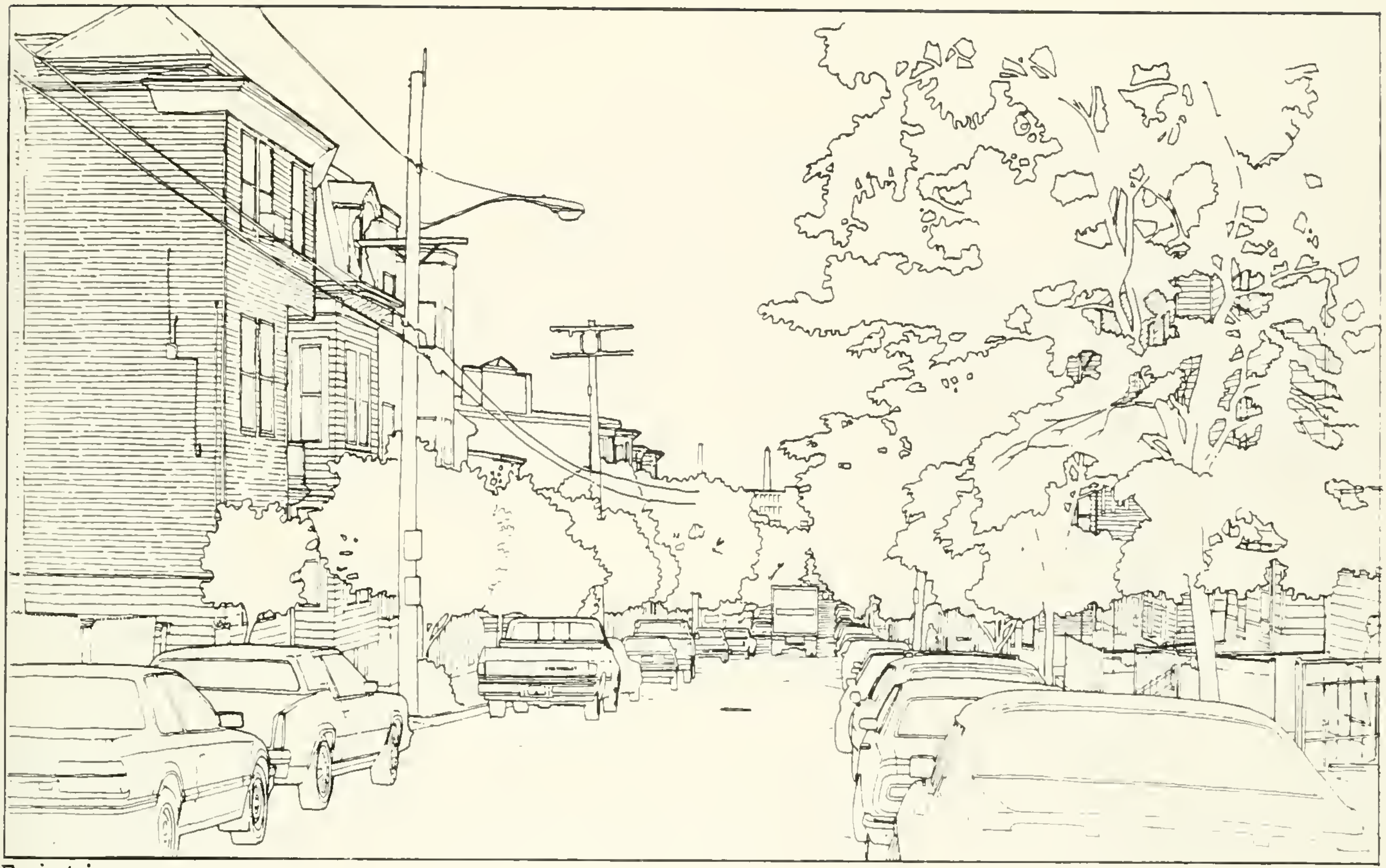
## EXISTING

This view, seen from a point along Webster Street near the Samuel Adams School, is from one of the publicly accessible points in the Jeffries Point neighborhood from which the proposed project might be seen. Development patterns typical of this area are shown in this view, including a highly varied pattern of housing structures along tree-lined streets with rows of parked vehicles. The upper floors of the Heritage Apartment complex near the project site appear in the distance, with the upper portion of the Bunker Hill Monument in Charlestown visible beyond.

## CLIPPERSHIP WHARF

With the proposed project in place, the view from this vantage point would include a slim portion of the top floor of one building of the proposed project. It will be visible just above the horizon in the center of the view to the left of the Bunker Hill Monument. As shown, the view of the Bunker Hill Monument from this vantage point would be unaffected by the presence of Clippership Wharf.

EXHIBIT IV-B-8
View G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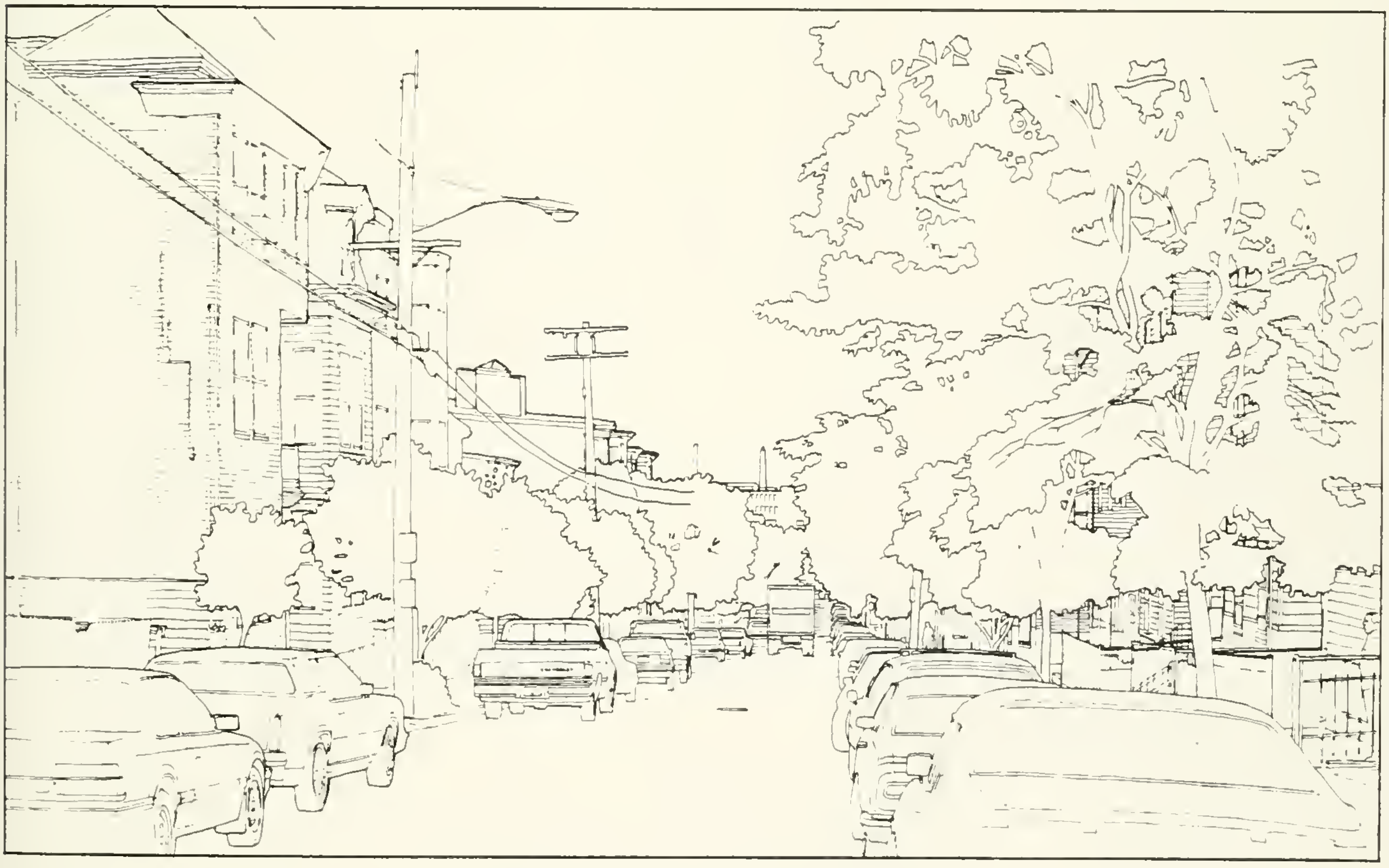
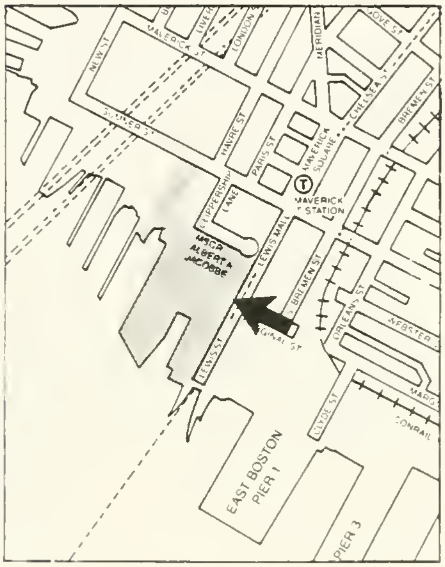

Proposed

## VIEW H -- MARGINAL STREET AT BREMEN STREET



## EXISTING

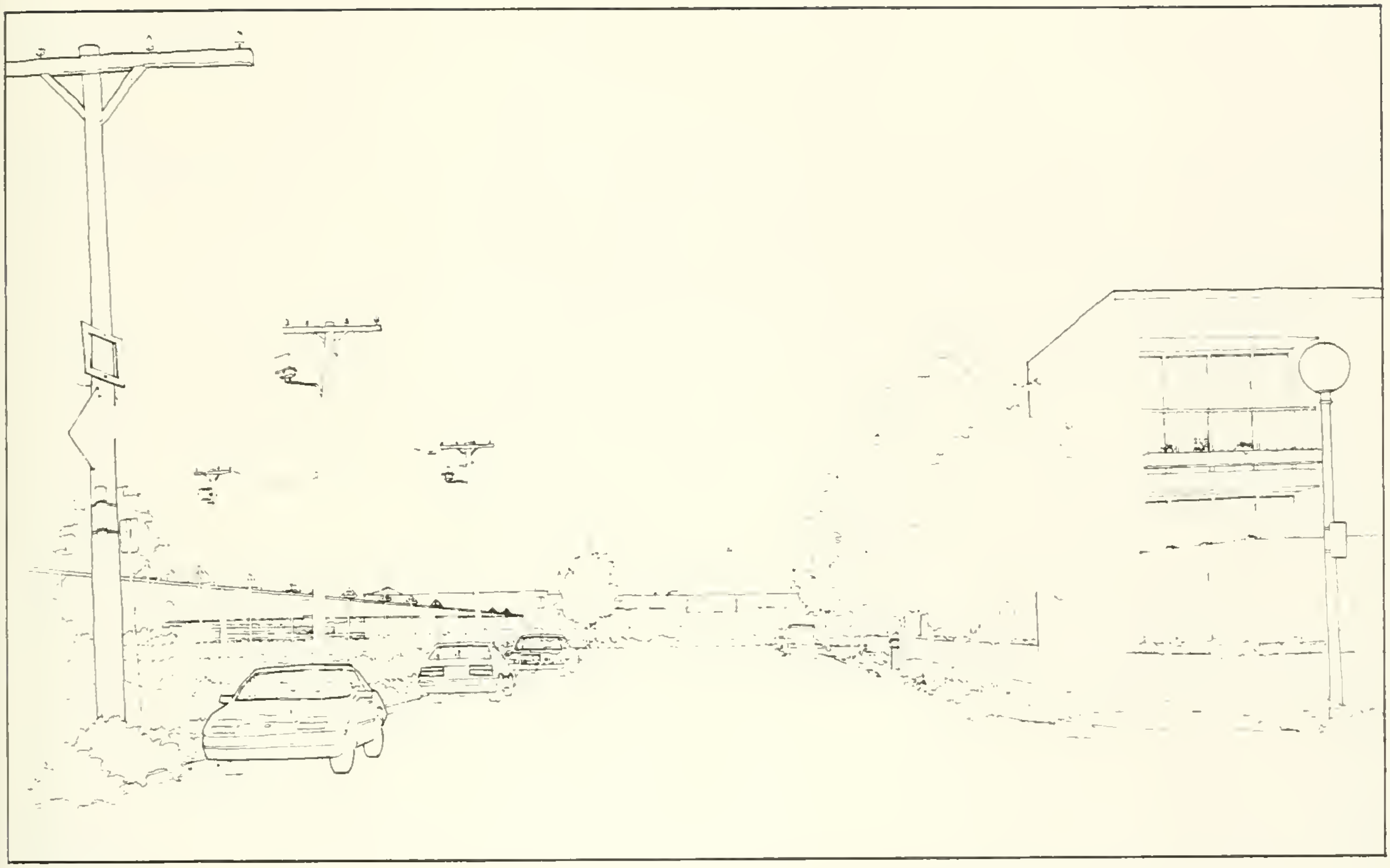
This view, from Marginal Street at Bremen Street, is along the same view corridor as View F, but it is taken much closer to the proposed project (one block away.). The Bunker Hill Monument in Charlestown is in the center of the view. The northern edge of the Massport East Boston piers can be seen on the left. The Heritage Apartments can be seen in the right foreground. The existing Hines & Smart building blocks a portion of the view of Bunker Hill at the base of the Monument.

## CLIPPERSHIP WHARF

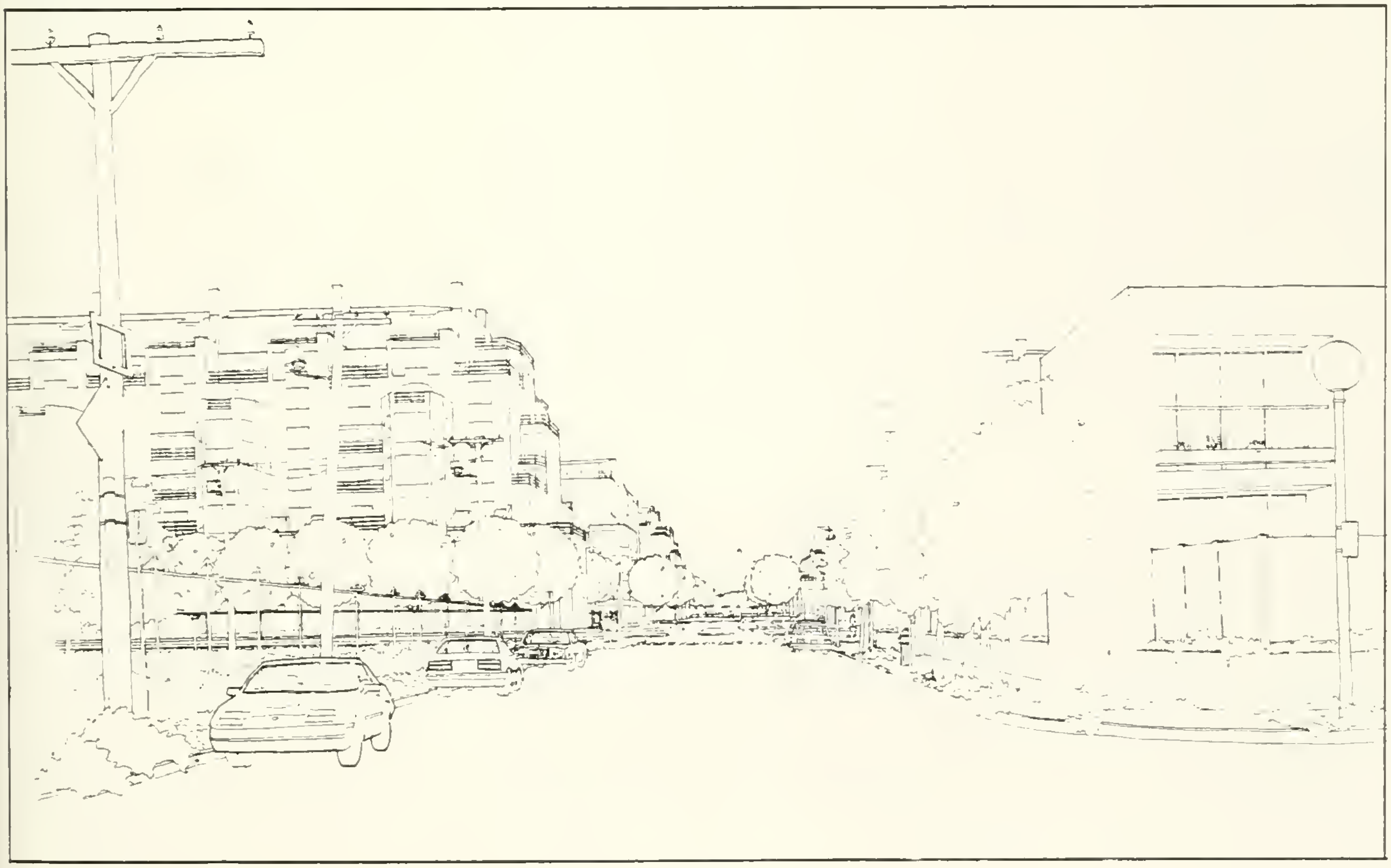
As a result of design revisions conducted since the Draft EIR, this view of the Bunker Hill Monument has been preserved and enhanced. By establishing this open corridor, the Bunker Hill Monument is introduced into the view in such a way as to make it an integral part of the overall visual environment of Clippership Wharf.

The buildings of the proposed project will frame this view giving way to a spacious, tree-lined visual corridor to extend past the central turnaround in the middle of the site, to the marina and ultimately to the Bunker Hill Monument. The building scale and mass creates a sense of rhythm and scale both in relation to the existing Heritage Apartments and in relation to the central focus of the viewpoint. The relocation of Hines & Smart and the removal of their existing building opens up the view to Bunker Hill at the base of the Monument.

EXHIBIT IV-B-9
View H



Existing



Proposed

# C Public Access

## INTRODUCTION

The purpose of this chapter is to describe the system of public access that will be created by the Clippership Wharf project, both in terms of publicly accessible areas and in terms of land uses which encourage public use of the site. Where applicable, amenities that encourage public access in the proposed plan are compared with public plans and policies pertaining to public access to the waterfront.

Clippership Wharf is consistent with City and State policies that encourage the provision for public access to the water's edge. Access from the water onto the site will also be provided. Over two-thirds of the total site area (including pedestrian areas and vehicular accessways or approximately 60 percent for pedestrian areas alone) has been dedicated to public open space.

## DESCRIPTION OF THE ENVIRONMENT

Most of the project site and its waterfront edge are currently inaccessible to the public. The site is vacant and unused with the exception of the lobster wholesaler operated by the Hines & Smart Corporation. The site's existing water frontage measures approximately 1,780 linear feet. The pier and upland area of the site is composed of filled land and wharves built of decking supported on piles. The deteriorated condition of these structures has resulted in sink holes and other collapsed areas, making the site hazardous. A chain link fence currently surrounds the project site, precluding access to the water edge for the purpose of public safety. Greater detail concerning these conditions is provided in Chapter II, Site Description.

## PROBABLE PROJECT IMPACTS

### NO-BUILD ALTERNATIVE

Despite the project site's prominent waterfront location, the currently blighted, deteriorating character of the site and the chain link fence surrounding it severely limit public access to the waterfront. Under the No-Build Alternative, public access would continue to be limited or non-existent as a result of unattractive and dangerous conditions. Use of the site by the lobster wholesale operation would be expected to continue.

## CLIPPERSHIP WHARF

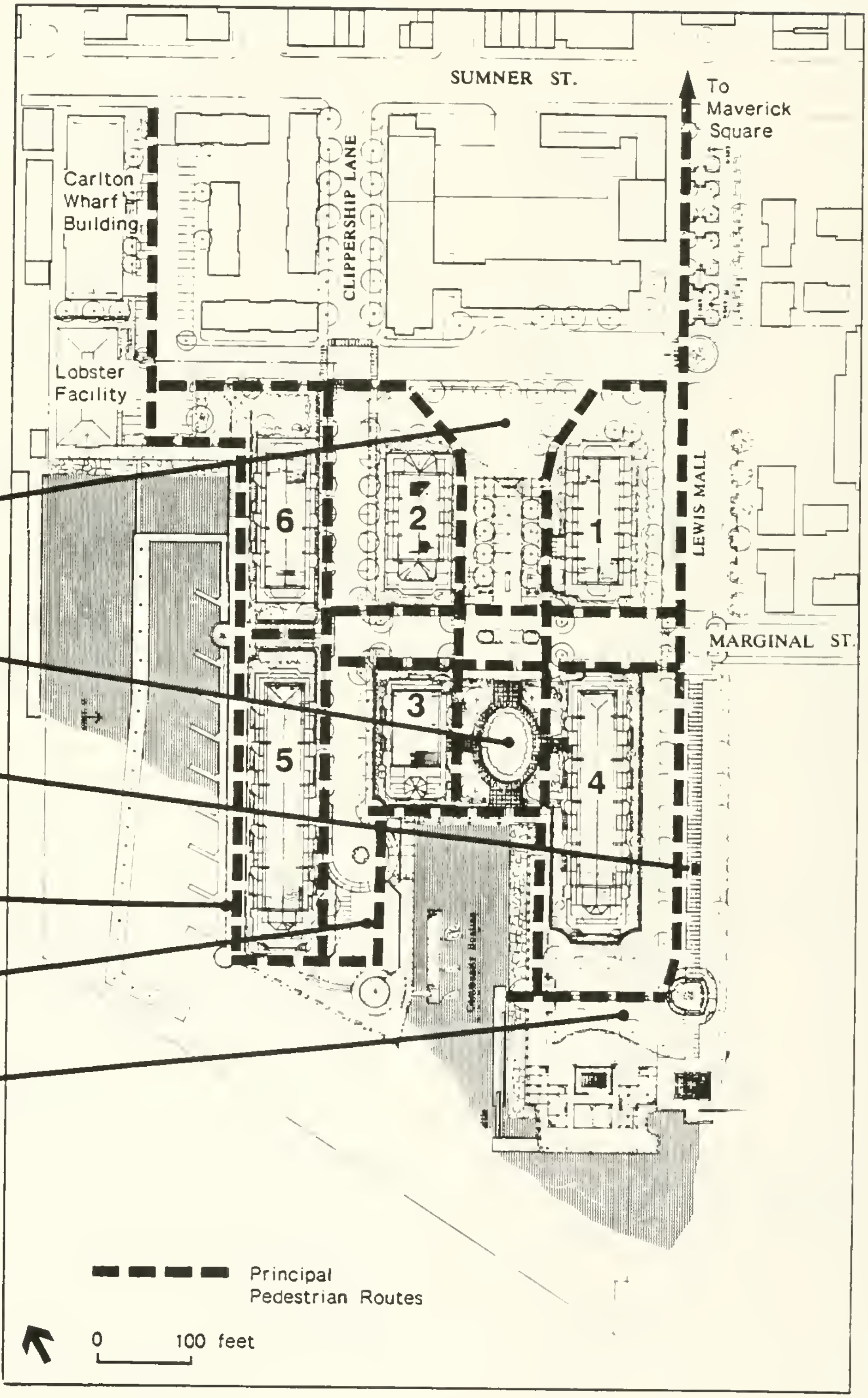
The proposed project has been designed to devote a significant proportion of the site to publicly accessible open space, with an emphasis on strengthening the site's "destination value" for public use. Subsequent to the publication of the Draft EIR, a site redesign and reprogramming effort was initiated to further increase and better facilitate public access throughout the site and to the waterfront.

The revised plan for Clippership Wharf will result in a project in which more than two-thirds of the site plus the Lewis Mall Extension is devoted to public open space. The entire ground plane, with the exception of the slightly raised "garden" areas abutting ground-level residences, will be completely open to public use. With most parking underground, treatment of the ground level of the project site will emphasize and accommodate public use.

Major public amenities of the project are:

- A water shuttle service;
- A water shuttle landing with an associated pavilion containing a heated waiting room, ticket office and restroom;
- A community boating program with boats provided by the Proponent;
- A waterfront plaza with a pavilion that provides an office for the community boating program next to the community boating dock;
- Provision of a publicly accessible system of open space areas, comprising more than two-thirds of the site, with substantial open areas at the water's edge.
- A 2,000-square foot community room in Building Two to be used at no charge by non-profit neighborhood groups;

EXHIBIT IV-C-1
Clippership Wharf: Public Access Plan



Lawn/Garden Area (Aprox. 1/2 acre)

Lawn/Garden Area (Aprox. 1/2 acre)

Extension of Lewis Mall to the Water's Edge (Aprox. 1 acre)

Harborwalk Along Waterfront Perimeter (Aprox. 1780 linear feet)

Waterfront Plaza (Aprox. 1/2 acre)

New Open Space at the Water's Edge (Aprox. 1 acre)

- Transient slips in the marina, and an adjacent open-air marina pavilion.

- An extension of Lewis Mall to the water's edge, creating an uninterrupted public walkway between Maverick Square and the water.

- Construction of a Harborwalk along the water's edge, as described below.

In addition to the design and programming of public open space areas, facilities such as visitor parking and interpretive signage have been included to encourage public access on the site. Exhibit IV C-1 identifies the location of the major public areas incorporated into Clippership Wharf. An examination of the public features and their contribution to the public use and enjoyment of the waterfront follows.

### Harborwalk

The Clippership Wharf project will construct the first portion of the Harborwalk in East Boston. It will be linked to local city streets, to the MBTA (Maverick Station) and to a major commercial square in East Boston by the Lewis Mall. As part of this project, the Mall itself will be extended to the water's edge where it will link with the new harborside park and the Harborwalk. The Harborwalk will offer a varied pedestrian experience including the opportunity to view the Inner Harbor, downtown Boston, Charlestown, and the Bunker Hill Monument. This segment of Harborwalk will provide approximately 1,780 linear feet of walkway along the water's edge. Programming of the Clippership Wharf Harborwalk will include a range of pedestrian experiences, such as:

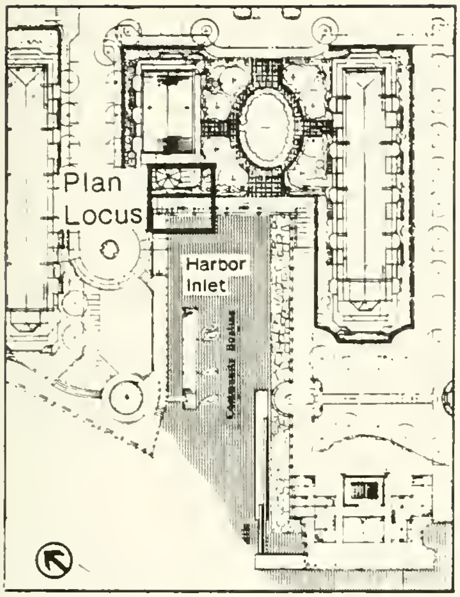
- Recreation areas that include a performance space in a one-acre harborside park;

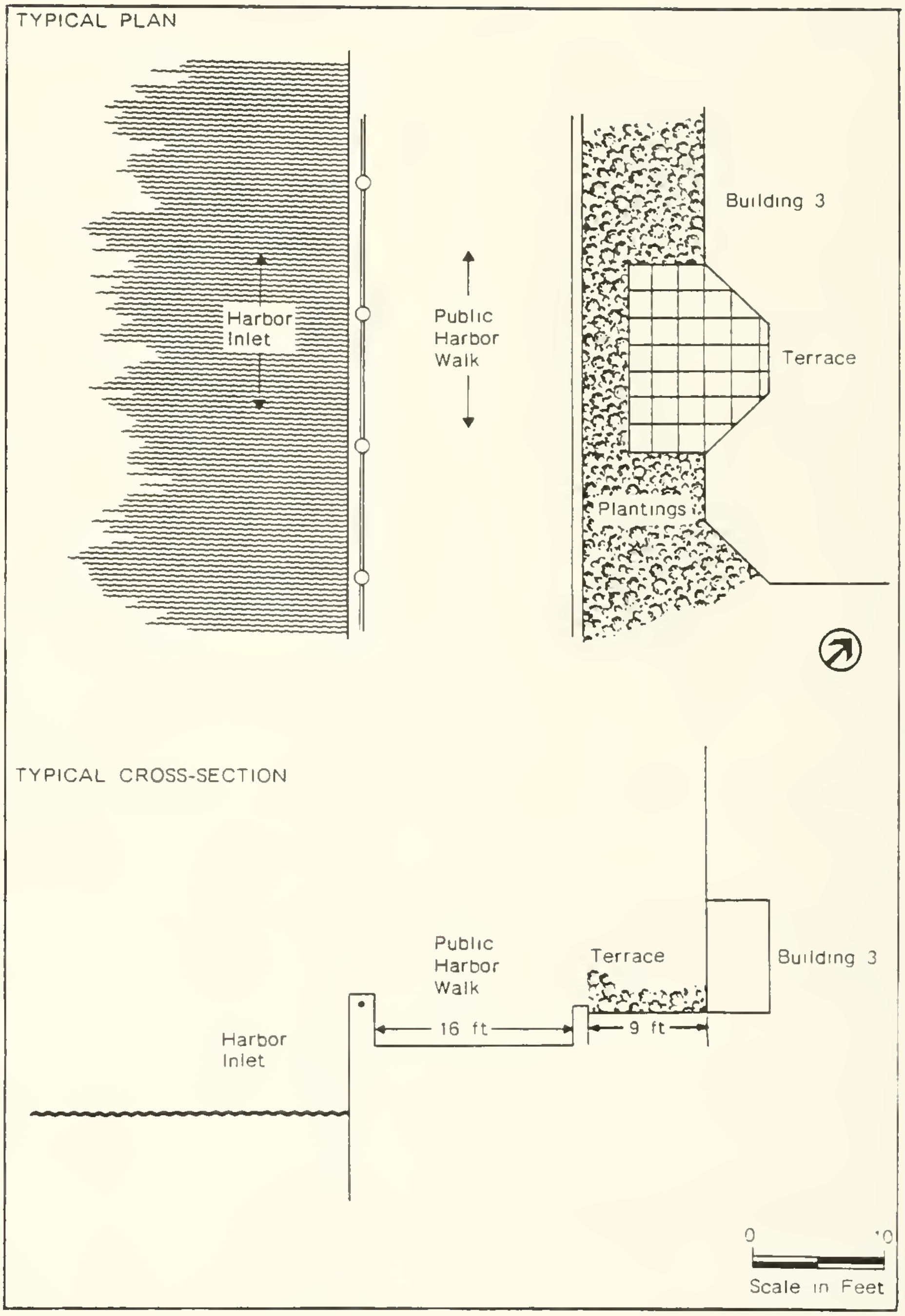
- Seating areas that range from low, enclosed walls at the water's edge to informal shaded areas below vine covered trellises;

- Pier areas suitable for fishing;

- A water shuttle and boat landing, a water shuttle pavilion;

EXHIBIT IV-C-2
Raised Garden Areas





- A marina boardwalk;

- A pavilion with a community boating office and elevated harbor viewing platform;

- Interpretive signage and exhibits highlighting the historic character of the East Boston waterfront and the project site; and

- The maritime commercial facility.

The Clippership Wharf Harborwalk will maintain a minimum width of 15 feet. It will be accessible to handicapped users and will be capable of supporting light emergency and maintenance vehicles.

### Waterfront Plaza

A waterfront plaza at the end of Clippership Lane will serve as one of two primary centers of on-site public activity at the water's edge. The plaza will be a approximately one-half acre in area. The pavilion located at this plaza will contain an open-air upper level harbor viewing platform and an enclosed community boating office. The adjacent community boating facility will contribute to public activity at this plaza. The plaza will also contain a lawn area, a specially-paved area, benches, lighting, railings, signage, and other amenities. A series of interpretive/educational exhibits describing the historic character of the project site and surrounding East Boston waterfront will also be located at this plaza location. Special programmed events and activities will activate the area, establishing its identity as a focal point for public activity on the project site. Programming currently being considered by the Proponent includes arts and craft shows, antique shows, neighborhood festivals, and activities such as chess or model ship building, and tournaments.

### One-Acre Open Space at the Water's Edge

The one-acre open space at the water's edge will be a primary focus of public activity because it will provide passive and active recreational facilities and transportation generating a year-round steady flow of activity. The water shuttle, its landing and a water shuttle pavilion will be situated at the water's edge.

The pavilion will contain an enclosed and heated waiting area, restrooms and a ticket office. In addition, the park will be comprised of lawns, trees, walkways and special paving. A portion of this space will be created for public performances. A large portion of the Harborwalk will line the periphery of this park.

## Lewis Mall Extension

The Proponent will create and maintain a landscaped extension of the Lewis Mall adjacent to the site. This area is currently part of Lewis Street and is City property. Lewis Street has been underutilized and is in poor condition. This area is currently unimproved and largely unmaintained. The new Lewis Mall extension will provide a continuous pedestrian passageway from Maverick Square to the waterfront. It will also be accessible from Jacobbe Way and Marginal Street. This extension will contain rows of new trees with lawns and a specially-paved walkway for its full length. The extension will lead to a raised seating area for harbor viewing.

## Other Open Space Areas

Several other open space areas are designed to encourage public use of the site:

- The large lawn and garden area in front of the Heritage Apartments which was originally to contain a fenced tennis court;
- An open-air pavilion leading onto the site.
- A formal lawn and garden area at the head of the lagoon.
- A series of pedestrian walkways (in addition to Harborwalk) designed to draw pedestrians in and around the site and to the water's edge.

All of these open space areas have been designed to maximize views from the site and surrounding areas to the waterfront, downtown Boston and Charlestown and the Bunker Hill Monument.

## Indoor Public Facilities

Among the indoor public facilities on-site will be the water shuttle terminal building, which will be located on the east side of the lagoon, adjacent to Lewis Mall near the site of the Old South Ferry, or adjacent to the shuttle landing. This sheltered passenger waiting area will be heated and will also include a ticket office and restrooms.

Another public pavilion will be located at the end of Clippership Lane adjacent to the community boating facility, and will provide an enclosed community boating office on its lower level in addition to an upper-level open-air harbor viewing platform. There will also be a public pavilion adjacent to the marina.

A community room for use by the surrounding community will be located in Building Two. It will be approximately 2,000 square feet, will be available to non-profit community groups, and will be managed, programmed, and maintained by the Proponent. Functions anticipated for this facility include use as meeting or recreational space for church groups, area clubs and associations and other civic groups and community organizations. Occasional exhibits and other special events will also take place in this space. The community room will be furnished with the appropriate amenities (e.g., kitchen and restroom facilities) to support such functions.

## Marine Related Facilities

The following Chapter describes the various marine-related uses to be established by Clippership Wharf. Three of these uses are especially relevant in terms of public access. First is the water shuttle. It will provide an efficient way for East Boston community residents to travel downtown, and an entertaining mode of public access to the site as well as transportation for site visitors from across the Inner Harbor. The second is the community boating facility which will attract public visitation for recreation. The function of the community boating facility is described in detail in Chapter IV C, Water-Related Uses. The third is the marina which will provide a minimum of five transient slips for public use. Pier areas suitable for fishing will also help to encourage public use of the waterfront.

## MITIGATION MEASURES

As an additional mitigation measure, the Proponent will continue to review plans with State Agencies such as DEQE and the Massachusetts Coastal Zone Management Office, and with the Boston Redevelopment Authority, the PZAC, the Harborpark Advisory Committee, and other groups who have expressed interest in expanding public access along the East Boston waterfront. Plans for the Clippership Wharf Harborwalk and other areas are being guided by city standards and criteria to provide a high quality design.

# D Water-Related Activities

## INTRODUCTION

This Chapter describes the proposed facilities and activities that will functionally link the land and water at the Clippership Wharf site, providing recreational, transportation, and educational benefits to the public. This Chapter also addresses related issues including wind, wave, wake and navigation.

The type of waterside programming proposed for the project site has evolved throughout design and environmental review processes, and is intended to meet community, city, and state goals for water-based activities in the harbor. To evaluate the suitability of water-dependent uses for the site, the Proponent has met with a variety of regulatory agencies and other interested groups with concerns about maritime uses in the harbor. These have included: the Massachusetts Department of Environmental Quality Engineering, Division of Wetlands and Waterways Regulation; the Massachusetts Coastal Zone Management Office; the City's Harborpark Advisory Committee; The Boston Harbor Associates; the East Boston Planning and Zoning Advisory Committee (PZAC); other local community groups; and other developers of waterfront projects in the area. The Proponent is committed to continuing coordination with such groups, in order to ensure an appropriate mix of maritime activities on-site and within Boston Harbor.

These meetings and discussions, which have continued since the Draft EIR plan was presented, have guided the process of revising and refining the earlier proposals. The water-related activities which have been incorporated into the project plans as a result of this process are described in this Chapter, following a brief discussion of the existing environment as it relates to maritime uses of the project site.

## DESCRIPTION OF THE MARITIME ENVIRONMENT

Portions of the Clippership Wharf Project site are located in navigable waters of Boston Harbor. The entire site is located within (landward of) the U.S Pierhead and Bulkhead line. Most of the maritime activity in the area of the harbor near the project site is concentrated in the Boston Main Ship Channel through the Inner Harbor, which lies south of the site.

Historically, the East Boston Waterfront area was the location of extensive maritime activity, including ship building, freight transport, and ferry services. Maritime uses now located in the project area are limited, and include the marine-related activities at the Massport East Boston Pier 1, and the lobster wholesale operation on the project site. The Hodge Boilerworks, located immediately adjacent to the western boundary of the project site, was originally established on the waterfront in order to supply equipment used on sailing vessels, but the firm no longer actively uses the pier structures on its property. These pier structures have become dilapidated and are in need of repair. On the waterfront between Hodge Boilerworks and Central Square, there are several businesses involved in maritime activities such as servicing and repairing marine vessels, towing and docking, and manufacturing machinery for ships. To the east of the site is the former location of the historic East Boston Ferry landing.

The only portion of the project site which is currently functioning for maritime use is at the location of the lobster wholesale operation. Loading and unloading from lobster boats occurs alongside the landside facility on the west side of the former Mill Street Pier. It should be noted that a substantial portion of the delivery of lobsters to this location now occurs by truck rather than by boat. Shallow water depths, underwater obstructions, and the dilapidated condition of the wharf structures currently prevent more active use of the site for maritime activity.

## PROBABLE PROJECT IMPACTS

### NO-BUILD ALTERNATIVE

Under the No-Build Alternative, lobster wholesale operations -- the only arguable maritime activity currently on the site -- would be expected to continue. Even under the No-Build Scenario, this use might be discontinued if the current or any future owners choose to relocate to the proposed Boston Harbor lobster terminal. Few, if any, other maritime uses could be accommodated safely at the site without undertaking a program to stabilize deteriorating portions of the seawall and pier structures, to dredge for additional water depth, and to provide suitable landings (see discussion of feasibility of commercial water-dependent uses in Chapter IVE (Tidelands).

## CLIPPERSHIP WHARF

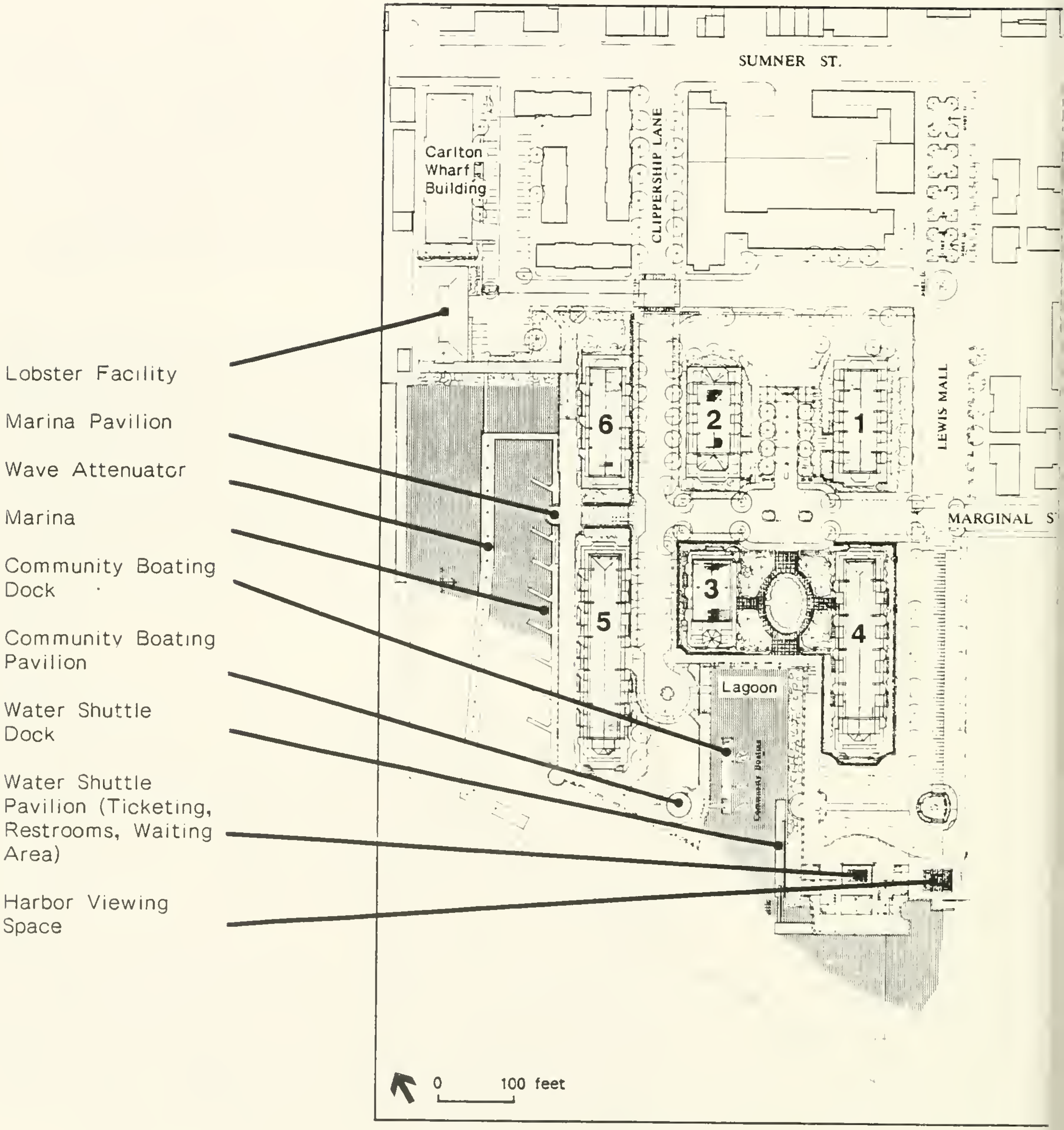
Clippership Wharf will provide facilities for a variety of water-related and water-dependent uses on the project site (Exhibit IVD-1), which are intended to reflect public priorities regarding recreational boating. commercial maritime uses, water transportation, and waterfront access in Boston Harbor. These facilities include a marina, water shuttle service, community boating center, and on-site relocation and reconstruction of facilities for the existing lobster wholesale operation.

All of the proposed water-related facilities lie within the State Harbor Line and the U.S. Pierhead and Bulkhead Line established as of 1940. The facilities as proposed should not interfere with the Boston Main Ship Channel, the extreme northern edge of which lies approximately 75-100 yards south of the project site. In addition, programming of the waterfront plaza area and the one-acre waterfront park is being planned to include a variety of marine-related activities. The specific characteristics of these water-related uses are described individually below.

## MARINA

The proposed marina will be located at the western edge of the Clippership Wharf site. The marina structure consists of two floating finger piers running perpendicular to the granite seawall. One pier, which runs parallel to Buildings Four and Five, will offer 20 boat slips, including up to five which will be for transient users. The second finger pier is located directly north of the marina slips, and operates as a floating wave attenuator, as well as temporary berthing space for transient vessels. The plan for Clippership Wharf marina as currently proposed has been revised since presented in the Draft EIR. Dredging was proposed in the Draft EIR in order to create a marina larger than can be accommodated by existing bathymetry. The current plan for the marina requires no dredging. The revised proposal will avoid thel environmental effects associated with dredging or the disposal of dredged material.

EXHIBIT IV-D-1
Clippership Wharf:  Water-Related Uses



Adjacent to the marina will be the Hines & Smart lobster facility, connected to the finger piers by a fixed pier and gangway. Boat access to the lobster facility is provided for within the marina plan. For both Hines & Smart and the marina, pedestrian access is possible by automobile, boat or pedestrian walkway.

## Wind, Wave and Wake Conditions

### Introduction

The purpose of this section is to discuss the impacts of wind, waves, and wake on the Clippership Wharf marina facilities. In addition, this section discusses the potential use of wave attenuators to minimize potential impacts. In order to address these issues, wave and wake heights, periods, their arrival directions, and their frequency are critical physical considerations. The analysis is organized to first address the maximum annual waves expected at the site on average. Then, an analysis is presented of maximum extreme waves which could occur within a 20-year, 40-year or 100-year return period. Third, an analysis of waves resulting from boat wake is provided. Finally, this section describes means of protecting the marina from anticipated wave conditions by utilizing a wave attenuation structure.

### Maximum Annual Waves

Waves are commonly referred to in terms of "near field" or "far field." Far field waves are generated by winds over a great distance, such as the greater reaches of Massachusetts Bay. Due to the narrow configuration of the Boston Harbor entrance, such waves do not impact the Clippership Wharf site. However, the near field waves, those produced within the confines of Boston Harbor, are pertinent to this discussion.

The marina site is situated on the East Boston waterfront such that it is afforded greater protection from wind-generated waves as compared to marinas operating on the opposite Boston waterfront. The property is sheltered from winds from the northeast, which are associated with coastal storms. For this reason, the effects of wind-generated waves from typical coastal storm conditions will be minimal at the project site. In addition, the property's location away from the Inner Harbor entrance also serves to minimize the potential for wave effects.

Typically, winter winds originate from the northwest, summer winds originate from the southwest, and spring and fall winds originate from between the northwest and southwest. Wind generated waves affecting the project site are expected to arrive generally from the south through the northwest.

Maximum winds recorded in the area of the site range between 39 knots in August to 53 knots in January. Fastest wind speed recorded for the area, in a study done between 1936-1977, was southeast at 74 knots. This speed, however, is a rarity for this location, occurring only in conjunction with full hurricane conditions. These conditions are very unlikely at the site because of the general protection the Inner Harbor enjoys from storms traveling north along the Atlantic Coast. Also, these storms have a history of either veering seaward just to the south of Cape Cod or traveling overland before their arrival in Boston. Further, more detailed documentation of maximum wind frequencies is presented in Appendix F.

Wave heights were assessed in terms of length, duration, average height, and significant height. Significant wave height is often used as a basis for design of coastal structures, and represents the average height of the highest one-third of the waves occurring. Expected wave characteristics at Clippership Wharf were generated on a computer based on equations provided by the Army Corps of Engineers Shore Manual (vol. 1, 1984). The predicted characteristics are as described in Table IV D-1. More detailed analyses of expected annual wave heights are illustrated in histograms, presented in Appendix F. These analyses indicate low wave characteristics for most periods. On average, during an expanded boating season of March through November, waves greater than 1.0 feet are present only 10 percent of the time.

The relatively low wave characteristics for the proposed marina site indicates that only limited wave protection is required most of the time. However, the exception will be when the maximum annual waves occur -- during several days during each tri-monthly period. The 2.7 to 3.5 foot waves which could potentially occur during such times are large enough (although infrequent) to potentially cause boat and dock damage within the marina, indicating the need for some degree of wave attentuation.

TABLE IV D-1
Maximum
Annual
Waves

| Direction (Degrees) | Maximum Waves Normally Expected to Occur on an Annual Basis | | Period (seconds) |
|---|---|---|---|
| | Highest 10% (ft.) | Significant waves (ft.) | |
| 158.180(SSE-S) | 3.5 | 2.7 | 2.7 |
| 203(SSW) | 2.2 | 1.8 | 2.0 |
| 225(SW) | 1.7 | 1.3 | 1.7 |
| 248(WSW) | 1.6 | 1.2 | 1.6 |
| 270(W) | 1.6 | 1.2 | 1.6 |
| 293(WNW) | 2.2 | 1.8 | 2.0 |
| 315(NW) | 2.8 | 2.2 | 2.1 |

## Extreme "Design" Waves

In order to design marina structures to withstand worst-case wave conditions, it is also necessary to identify maximum wave heights which could potentially occur not just within an single average year (as described in the previous section) but which may occur within a 20-year, 50-year or 100-year period. Such waves would be expected to be associated with hurricane or near-hurricane conditions.

In order to fully understand such "design" waves, it is important to consider the potential effects of wave refraction on the direction and height of waves approaching the site. To evaluate refraction effects, a wave refraction computer program was used to model wave refraction at the project site. Extreme waves from the southeast, south-southeast, west northwest, and northwest were refracted from deep water towards the proposed site. The object of this study was to determine the pattern in which these waves arrive in the vicinity of the site. The pattern includes wave heights upon arrival, their energy concentration or spreading, and the angle that they make with the shore line and with any proposed or existing structures. The results of this analysis, described in detail in Appendix F, were factored into the final analysis of extreme "design" waves, which can be expected to arrive at the Clippership Wharf site.

These potential extreme wave heights and periods are shown in Table IV D-2. As can be seen from this data, waves approximately 4 feet or greater may enter the marina under a 20-year storm return period scenario. Waves of over 5 feet may enter the marina during the 50-year or 100-year return period scenario. This indicates that a wave barrier is needed at the Clippership Wharf marina site to attenuate extreme wave conditions.

TABLE IV D-2 Extreme Design Waves Expected to Arrive at the Site of Clippership Wharf

| | 20-Year Return | | 50-Year Return | | 100-Year Return | |
|---|---|---|---|---|---|---|
| Direction deg. T | Wave height in feet | Period (sec.) | Wave height in feet | Period (sec.) | Wave height in feet | Period (sec.) |
| 135 | 1.9* | 3.8 | 2.2* | 4.0 | 2.4* | 4.1 |
| 158 | 4.5* | 3.0 | 5.2* | 3.2 | 5.7* | 3.3 |
| 180 | 3.8 | 2.7 | 4.4 | 2.9 | 4.8 | 3.0 |
| 203 | 3.3 | 2.5 | 3.8 | 2.6 | 4.1 | 2.7 |
| 225 | 2.5 | 2.0 | 2.8 | 2.1 | 3.1 | 2.2 |
| 248 | 2.3 | 1.9 | 2.6 | 2.0 | 2.9 | 2.1 |
| 270 | 2.3 | 1.9 | 2.6 | 2.0 | 2.9 | 2.1 |
| 293 | 3.3 | 2.5 | 3.8 | 2.6 | 4.1 | 2.6 |
| 325 | 2.9 | 2.3 | 3.3 | 2.4 | 3.7 | 2.5 |

* Wave heights occurring only at outer area of marina.

### Wake

Because the Clippership Wharf marina will be located in proximity of the Boston Inner Harbor shipping channel, it will be subjected to wake from vessels ranging from large pleasure craft to commercial ships. In general, a vessel's speed and hull shape determine resulting wake characteristics. Since each vessel has its own wake signature, this discussion of vessel wake effects is generalized. However, detailed analysis of vessel wake effects is included in Appendix F.

Proximity is also an important factor in assessing wake effects, since vessel wake naturally subsides as it travels away from a producing vessel. Area marine traffic generally occurs near the centerline of the shipping channel, or approximately 300 to 500 feet from the offshore end of the proposed marina berths. The wave travels in a direction approximately 37.5 degrees relative to the vessel track.

Analysis of maximum wake conditions at the Clippership Wharf site indicates expected maximum wake periods on the order of 3 to 4 seconds and maximum wave heights potentially as large as 2 to 3 feet. These waves are comparable in height with, but have longer periods than, the maximum wind waves that the marina will receive. However, a major difference may be the frequency with which these waves arrive. Heavy commercial and recreational boat traffic may produce many episodes of wake arrival at the marina far in excess of the frequency of occurrence of the larger wind-driven waves. Wake wave heights and their arrival frequencies may establish the requirement and form the criteria for perimeter protection for the Clippership Wharf site even without any consideration for protection from the wind/wave climate.

## Wave Attenuation Facility

Based on the conclusion of the wind/wave climate and wake analyses, it is apparent that some form of wave height amelioration will be required for the comfort and protection of the floating piers and boats within the Clippership Wharf marina. This conclusion is arrived at due to the potential wakes in the area, the maximum annual wave climate that affects the site creating sizeable but infrequent waves, as well as the potential for higher waves created by easterly storms and hurricane conditions which may occur once every 20 to 100 years.

From the wave analysis carried out, the protection devices to be used by the Clippership Wharf will have to attenuate maximum annual waves of 3.5 feet in height from the south and south-southeast sector, and 2.8 feet in height from the northwest. Extreme waves produced by a 20-year return period storm will require attentuation of 4.5-foot waves from south-southeast and 3.3-foot waves entering the site directly from the south-southwest and west-northwest. In addition, wake waves from boat traffic traveling near the east edge of the channel, possible 2.6 feet high will require attenuation. Other wave and wake arrival directions need to be attenuated also as pointed out above, but if the above listed worst waves are handled by some form of perimeter wave attenuation device, those remaining waves will be ameliorated also.

In order to maintain vigorous flushing and circulation of sediment at the site, floating wave attenuation devices will be used. The floating breakwaters offer the attractiveness of providing wave protection and allowing free water and bottom sediment movement for unrestricted flushing of the marina waters.

Waves of 3.0 seconds currently represent the largest wave periods which can be significantly attenuated by commercially available floating breakwaters. Therefore, floating breakwaters can be considered acceptable for wave protection since the largest wind waves are generally less than 3.0 seconds at the Clippership Wharf site.

Specific studies regarding floating attenuators are detailed within Appendix F. In general, an overlapping breakwater system should possess certain minimal dimensional characteristics of width, draft, mass and movement-restraint in order to provide wave protection. Basically, the wider, deeper and greater the mass, the more effective will be their operation.

Analysis of wind and wave conditions and the mitigation potential of floating breakwaters in the project area indicates that the marina will be able to operate normally during waves resulting from winds up to 30 knots. Winds from 30 knots up to hurricane levels are expected to result in some wave action within the marina, but within limits affording safety to berthed vessels and people on and around the dock system.

Marina Storm Operations

As discussed, Clippership Wharf is subject to impact from storm action. Prudent marina operation will require attention to preparation for storm events in the form of notifying boat owners, moving and securing boats, securing all loose materials, and implementing other portions of a storm management plan. Timely action will ensure proper protection of boats berthed at Clippership Wharf.

## Clippership Wharf Marina Storm Management Plan

1. Marina personnel will continuously monitor weather conditions and advise the Marina Manager of any report or observed conditions that indicate the potential for development of storm conditions which may impact the Clippership Wharf Marina.

2. During any storm condition, all marina personnel will wear personal flotation devices (PFDs).

3. Preparation for storm events will be categorized by potential wind velocity.

   Storm Condition 1: Expected winds to 40 mph

   All marina tenants already at the marina will be advised of expected storm conditions. Storm warning advisories will be posted in conspicuous places in the marina. All berthed vessels will be checked for proper tie up and sufficient mooring lines. Inappropriate size lines, or lines in poor condition, will be replaced. Marina float mooring guides will be observed to assure full and free movement during storm conditions. Loose materials on the docks will be secured. Marina personnel will be prepared to render any assistance required to incoming vessels.

   Storm Condition 2: Expected winds in excess of 40 mph

   All items in Storm Condition 1 will be implemented. Only authorized personnel will be allowed on the floats. Project security will be advised and requested to keep all spectators away from the marina area. If evacuation of the marina becomes necessary, only the marina manager will give that order.

   Storm Condition 3: Expected winds of Hurricane strength

   Commence Hurricane Check List.

   A. Utilize all available staff to call and alert customers to impending hurricane conditions. Provide customers with the following information:

The Clippership Wharf Marina has been alerted to impending hurricane conditions. The marina has begun instituting its hurricane preparations plan. As soon as possible you are required to assure your vessel is secure and to remove all possible wind catching appurtenances. You should be prepared to remove all sails, canvas covers and bimini tops and store below decks. Remove all dinghies, surfboards and other loose gear. Your vessel should be secured with adequate size mooring lines; blow, stern and spring lines leading fore and aft. All vessels should be facing seaward. The marina manager will be available to inspect your vessel and assist you prior to the storms arrival. All dockside utility connections will be disconnected and stored on board. You should not plan on staying aboard your vessel. If staying aboard becomes necessary, it will only be allowed with the consent of the marina manager. You will be required to monitor Channel 71 and respond to all instructions from the marina personnel. If you elect to move your vessel from the marina, insure that space is available at your destination. All preparations are to be completed before the storm's arrival. No vessel movement or work on boats will be allowed during the storm.

B. Verify that all precautions of Storm Condition 1 and 2 have been implemented.

C. Place additional lines on floats and secure to main pier and other tie-off locations.

D. Test all emergency equipment: bilge pumps, electric generators, emergency lighting, etc.

E. Move all marina vehicles and loose equipment to high ground or secure storage.

F. Advise security that only authorized personnel are allowed in marina area.

G. Distribute portable hand held radios and extra batteries.

## After the Storm

When the storm has passed, marina personnel shall make an immediate inventory of all vessels and marina property. All damages shall be noted and, if possible, photographs taken. Customers shall be notified as appropriate.

## Possible Locations of Refuge

The closest area locations of refuge which will be able to be reached by Clippership Wharf marina users include:

Hewitts Cove Marina
349 Lincoln Street
Hingham, MA 02043
(617) 749-6647

Marina Bay
542 E. Squantum Street
North Quincy, MA 02171
(617) 328-0600

Pier 7
290 Northern Avenue
South Boston, MA 02210
(617) 542-7770

Shipyard Quarters Marina
Charlestown Navy Yard
Charlestown, MA 02129
(617) 242-2020

Admiral's Hill Marina
1000 Justin Drive
Chelsea, MA 02150
(617) 889-4002

Norwood Marine
24 Ericsson Street
Dorchester, MA
(617) 288-1000

Other areas of refuge include: Charles River, Mystic River, Little Mystic (for vessels that can pass under the Chelsea Street Bridge) and the Island End River.

## WATER SHUTTLE SERVICES AND FACILITIES

### Introduction

Plans for the provision of water shuttle services and facilities as part of the Clippership Wharf Project are described in this section. These plans are being created so as to be consistent and coordinated with broader water transportation services which either currently exist in Boston Inner Harbor or which are proposed for the future.

For this reason, this section also presents an overview of the various existing or proposed water shuttle services within the Inner Harbor area. Planning for the future of water transportation in Boston Harbor is in a formative stage, involving a variety of public agencies, private developers and boat owners and operators. This planning process appears to be directed toward the creation of an extensive Inner Harbor water shuttle system incorporating a variety of landing sites, routes and operators.

### Inner Harbor Water Shuttle Service

Several shuttle services currently provide commuter links within Boston's inner harbor waterfront. According to recent media reports based on estimates by boat owners and operators in Boston Harbor, these shuttles, combined with the outer harbor service (to Hingham for example), may currently transport over 600,000 passengers annually. A 1985 Water Transportation Seminar, sponsored by the EOTC and the Massachusetts Associate of Passenger Vessel Owners and Operators, suggested that Boston's inner and outer harbor service could accommodate between two and three million passenger trips per year. With this potential for expansion, a range of planning efforts are underway to determine the future of inner harbor water shuttle service. These efforts involve public agencies including Massport, The Executive Office of Transportation and Construction, the Boston Redevelopment Authority, and the Massachusetts Bay Transit Authority.

Currently three shuttles operate within Boston's Inner Harbor:

- Rowes Wharf/Logan Airport shuttle: The Rowes Wharf shuttle is owned and operated by the Beacon

Companies. For $5.00 one-way, the shuttle carries passengers between Rowes Wharf and Logan Airport's South Dock at Bird Island Flats. At the airport, shuttle vans await the arrival of the boat, and passengers and their baggage are moved quickly to their destinations. The shuttle runs Monday-Friday, 6:00 AM to 8:00 PM, every 10 or 15 minutes, and Saturday and Sunday, 12:00 Noon to 8:00 PM, every 1/2 hour. For these runs there are an average of 10-15 passengers on a vessel with a capacity of approximately 26. In the spring of 1988, a new ferry terminal at Rowes Wharf will be operational, providing indoor ticketing, waiting area, and restroom facilities. Rowes Wharf provides no convenient MBTA link, and its downtown location does not provide any parking facilities for shuttle users. Nonetheless, this rapid, reliable and efficient water shuttle service has attracted an increasing following.

o Charlestown/Long Wharf: The Charlestown shuttle is run by Boston Harbor Cruises on property owned by The Boston Redevelopment Authority. For a one dollar fare one-way, the shuttle carries passengers between Pier 4 in Charlestown to Long Wharf in downtown Boston. The Charlestown site is served by a number of MBTA bus routes, and Long Wharf offers nearby transit service at the Blue Line Aquarium Station. The water shuttle leaves Charlestown at 7:00 AM, 7:40 AM, 8:20 AM and 9:30 AM and leaves Long Wharf each weekday evening at 4:05 PM, 4:45 PM and 5:35 PM. The shuttle carries approximately 100 persons per day on a vessel equipped to carry 340 passengers. Parking is available adjacent to Pier 4 in Charlestown in a 1,400-space public facility for $4.00 per day.

o Commonwealth Pier/Long Wharf: The Commonwealth Pier/Long Wharf shuttle is run by Bay State Cruises and funded by Fidelity Investments, on property owned by Massport. The fare is one dollar each way, and passengers are carried between Commonwealth Pier in South Boston and Long Wharf in downtown Boston. The Shuttle leaves Commonwealth Pier Monday - Friday 7:15 AM to 6:45 PM (every 1/2 hour). The vessel has a capacity of approximately 190 passengers and serves between 24-100 passengers each day. There is no waiting facility at Commonwealth Pier, but parking is available at this site for $5 per day. Passengers may park at the World Trade Center parking lot across the street from Commonwealth Pier.

A variety of shuttle boats are in use by the operators in Boston's Inner Harbor. Boats range in length from 36 to 135 feet, with drafts between 5 and 9 feet. Despite this present disparity in boat size, shuttle operators who were contacted in the preparation of this EIR concur that the best shuttle boat for Boston's inner harbor would be approximately 35-42 feet long, draw approximately 5 feet at the water line and have a capacity of approximately 26-49 passengers. This type of boat requires less dockage space, would shorten average trip time and considerably reduce the cost of operation.

Specifically, shuttle boats used presently in the Inner Harbor are:

- Rowes Wharf/Logan Airport: Two identical boats are used for this service. The boats are 36 feet long, have a 5-foot draft and can accommodate approximately 26 passengers.
- Charlestown/Long Wharf: The ferry "Fort Warren" is used for this service. The boat is 70 feet long, 30 feet abeam, draws 5 feet and accommodates approximately 350 passengers. Passengers board the boat using a 50 foot ramp which extends from Pier 4 to a 25 foot long float. On the Long Wharf side, passengers debark on a similar float/ramp system.
- Commonwealth Pier/Long Wharf: Several boats are used for this route ranging in length from 42-135 feet with drafts between 5 and 9 feet. The boat lands at a floating plaza system with access provided by a passenger gangway. This system is in place for both Commonwealth Pier and Long Wharf.

Several local government agencies have been involved in planning the future of water transportation at these and other inner harbor sites. For example, the BRA is considering upgrading the Charlestown service, offering a new shuttle boat, van transport from specified parking sites in Charlestown, and an increased 12-hour, seven-day service. Planning is also underway which could result in shuttle terminals at locations such as East

Boston piers, Lewis Wharf, North Station, Admirals Hill. Schrafft's Center, Hoosac Pier, Chelsea Creek and The Boston Shipyard. The location of actual routes and logistics are in the planning stage. Although the planning goals have been expressed for such inner harbor services, no final decisions have yet been reached, and no details concerning centralized or coordinated facilities or services are yet available. Issues such as parking options, pedestrian access, MBTA links, waiting facilities, and inter-route links have yet to be resolved. Table IV D-3 summarizes characteristics of existing Inner Harbor shuttle service.

The water shuttle service to be provided at the Clippership Wharf development has undergone extensive planning in recent months. Ongoing contact and coordination with private shuttle operators and public agencies has helped define the parameters of the planned Clippership Wharf shuttle service. The Proponent intends to structure this service to create a viable link between the development, the East Boston neighborhood, and the downtown area. Other stops are also being considered in order to further create auto-free access to the Boston Waterfront. Shuttle fares, boat service, dock space, scheduling and waiting facilities will be established within the parameters defined by EOTC, Massport, MBTA, the BRA, and other waterfront developers. Although these and other issues are still in the planning phase, many characteristics of the Clippership Wharf water shuttle facility and service have been determined, and are described in the following section.

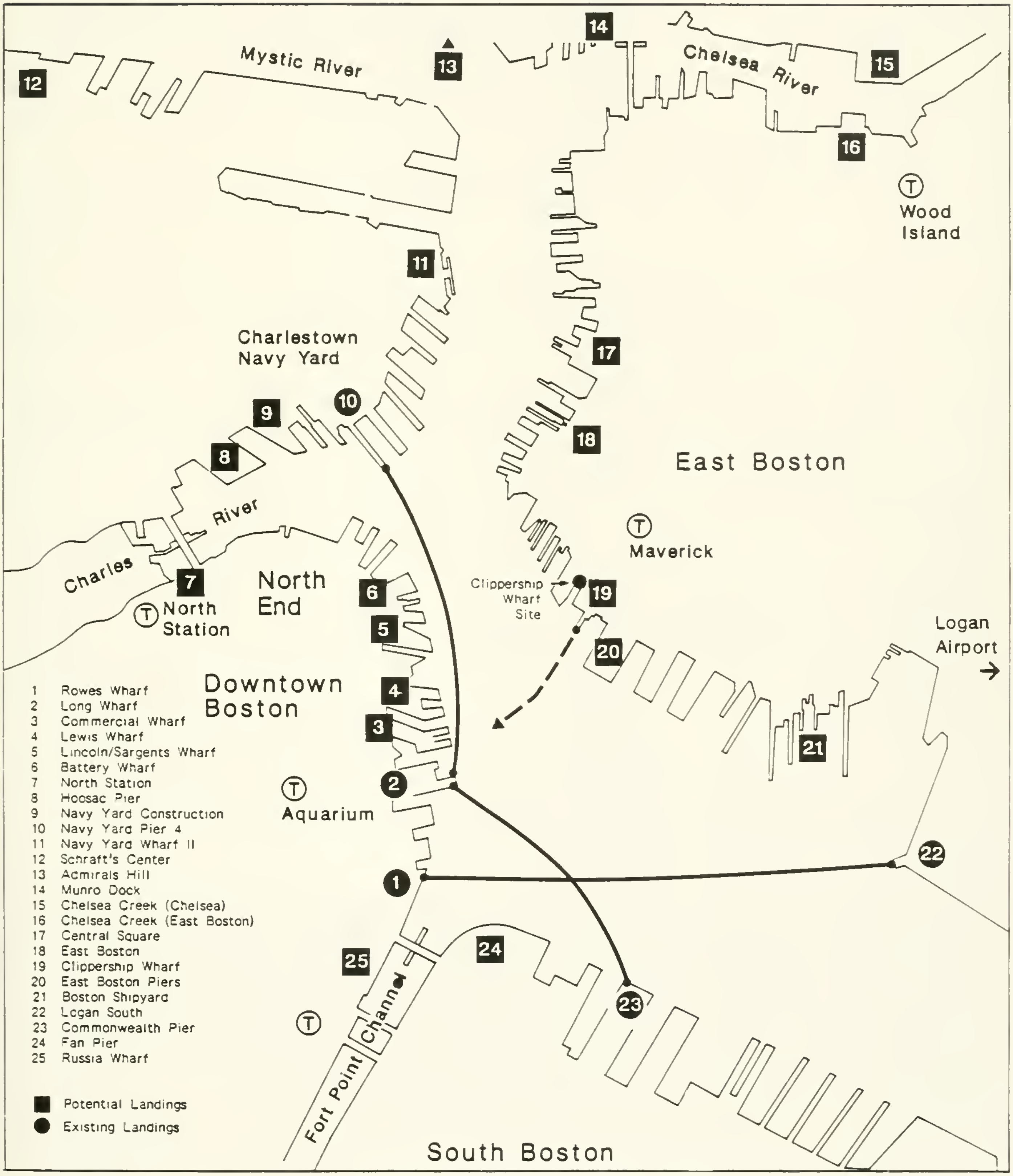
### Clippership Wharf Water Shuttle Service

The Clippership Wharf water shuttle service is being planned as a principal means of transportation between the site and the downtown. It will also serve as the focus of water related activity occurring within the area of the proposed one-acre park located at the waterside end of the extension of Lewis Mall.

TABLE IV D-3
Water Transportation Service Characteristics

| | Rowes Wharf/ Logan | Charlestown/ Long Wharf | Comonwealth/ Long Wharf |
|---|---|---|---|
| Fare | $5 | $1 | $1 |
| Schedule | Monday-Friday:<br>6:00 AM to 8:00 PM<br>(every 10 minutes)<br>Saturday-Sunday:<br>12 Noon to 8 PM<br>(every 1/2 hour) | Leaves Charlestown<br>7:00 AM, 7:40 AM<br>8:20 AM, 9:30 AM<br>Leaves Long Wharf:<br>4:05 PM, 4:45 PM,<br>5:35 PM | Leaves Commonwealth Pier:<br>Monday-Friday:<br>7:15 AM to 6:45 PM<br>(every 1/2 hour) |
| Parking | Downtown: Rowes Wharf Garage<br>Remote: No | Remote: Yes, 1400 spaces, $5 per day<br>Downtown: No | Remote: Yes, across the street at World Trade Center for $5.00<br>Downtown: No |
| Boat Capacity | 26-30 | 340 | 190 |
| Number of Passengers (Approx.) | 10-15 per trip | 100 per day | 24-100 per day |
| Length | 36 feet | 70 feet | 42-135 feet |
| Draft | 5 feet | 5 feet | 5-9 feet |
| MBTA Link | Downtown: No<br>Remote: N/A (shuttle bus to bus to airport terminals run by Beacon Companies) | Remote: Yes - Bus Lines<br>Downtown: Yes - Blue Line (Aquarium) | Remote: Yes - MBTA Bus<br>Downtown: Yes - Blue Line (Aquarium) |
| On-Shore Facilities | Downtown: Ticketing facility, waiting area restrooms.<br>Remote: Shelter to await vans | Remote: None<br>Downtown: None | Remote: None<br>Downtown: None |

EXHIBIT IV-D-2
Boston Inner Harbor Water Transportation Routes



The water shuttle will land at either a floating dock on the east side of the lagoon area or at the former location of the Old South Ferry at what is now the waterside end of Lewis Street. The location of the shuttle docking facilities will be determined at a later phase in the project design. Factors to be considered include:

1. Demolition regulations for existing Old South Ferry landing structures.

2. Relationship of need for pile driving to presence of MBTA Blue Line Tunnel beneath Lewis Mall.

3. Relationship to navigation in the Boston main ship channel.

4. Identification of preferred location based on relationship to planned Harborpark facilities and improvements to Lewis Mall.

5. Stated preferences by the PZAC.

6. Relationship to marine activities at adjacent Massport Piers.

7. The position of the dock relative to anticipated wave and wake conditions.

The water shuttle will provide primary service from the site to downtown Boston and, if feasible, to other waterfront destinations as well. It is also the Proponent's goal to coordinate the water shuttle service with various other proposed services within the Inner Harbor, establishing a schedule and route whereby Clippership Wharf could be part of a wider water transportation network.

The shuttle will be operated by a private contractor. The Clippership Wharf service will be available for use by project residents, community residents, and the public at-large. The shuttle will be actively marketed and advertised within the East Boston community, specifically at Maverick Square, to ensure that local neighborhood residents are aware of water shuttle scheduling, fares and availability.

The Clippership Wharf water shuttle will provide year-round shuttle service to a downtown destination such as Rowes Wharf. The Proponent will also make the Clippership Wharf landing available to other water shuttles operating in the Inner Harbor if agreements can be reached regarding scheduling and other operational logistics. To facilitate this objective, the water shuttle dock at Clippership Wharf will be designed to accommodate a variety of sizes and types of shuttle boats.

As planned, the Clippership Wharf water shuttle will utilize a vessel with a capacity of approximately 25 passengers. This is expected to require a boat approximately 36 feet long with a 4-6 foot draft. Fares will be determined by parameters set by other Inner Harbor shuttles providing similar services. As requested by the East Boston Planning and Zoning Advisory Committee in regard to the Clippership Wharf shuttle service (see Appendix A), fares will be consistent with the lowest unsubsidized fare of any comparable private ferry trip within Boston Harbor, with a discount for elderly passengers.

The proposed initial schedule will run as follows:

- Monday-Friday: Morning rush hour period -- two or three trips

  Mid-day -- two trips minimum

  Evening rush hour period -- two or three trips

- Saturday-Sunday: approximately three weekend runs daily, during mid-day periods.

Additional runs, such as more frequent peak hour service or night time service, will be provided if sufficient demand exists. Some seasonal variation in demand and scheduling may also occur. In planning a schedule for shuttle runs originating from Clippership Wharf, the Proponent will also consider schedule implications of other water shuttle services which may arrange to land at this site. Scheduling would be developed to optimize whatever inter-harbor links become available as a result of such an arrangement.

By providing round-trip transportation from the site to other areas, the Clippership Wharf water shuttle will further facilitate public access to the project's waterfront amenities. Moreover, during various Inner Harbor activities each year, such as Tall Ships and fire-works, tourists and the public will be able to utilize the shuttle to access Clippership Wharf's waterfront park and plaza areas to view such events. Public information concerning the shuttle service will be provided at the downtown landing for the route, and will inform the public not only of the shuttle's normal schedule, but also of any special scheduling to accommodate such events.

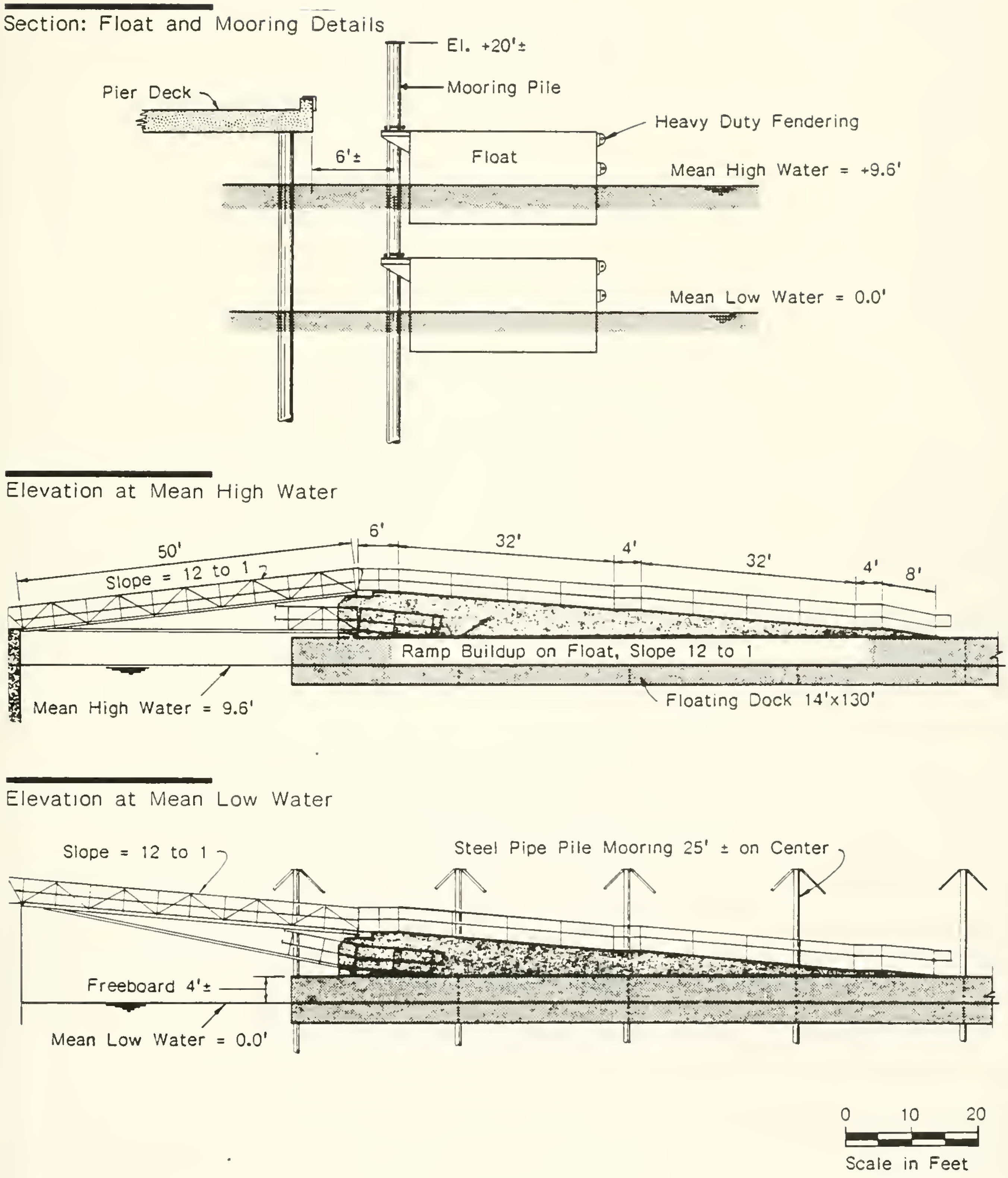
Landside accommodations associated with the Clippership Wharf water transportation service include an approximately 900 square foot glass and brick water shuttle pavilion, which will be heated during winter months. The pavilion will include rest rooms, a ticketing area, and a waiting area with seating. The extensive use of glass will provide for unimpeded views of the harbor from the waiting area. The roof of the pavilion will overhang sufficiently to provide an outdoor sheltered waiting area as well. The pavilion will be designed to create a distinctive building element along the shore line, as seen from either Lewis Mall or from the water.

In conformance with recommendations of the East Boston Planning Advisory Committee, no shuttle user parking will be available at the site. However, there will be a drop-off point on Marginal Street for passengers arriving by car. MBTA transit linkage information will be provided at the water shuttle berthing area. Fueling and maintenance of the shuttle vessel will occur off-site.

### Clippership Wharf Water Shuttle Dock Design

The Clippership Wharf piers and bulkheads are being designed to accommodate a variety of vessels and to ensure compatibility with other water transportation sites. A joint project by the Boston Redevelopment Authority and the City of Boston Transportation Department is currently underway to develop prototype guidelines for water shuttle transportation facilities within the Harbor. At the time this Final EIR went to print, this study report had not been released to the public. The current state of the water transportation

EXHIBIT IV-D-3
Water Shuttle Dock



issue in the Harbor is unclear, however, operators of the shuttle boats appear to be opting for small (35 to 50 feet) vessels rather than larger commuter type vessels in evidence when water shuttle operations first commenced.

The Clippership Wharf dockage facilities are being designed to accommodate vessels in the range of 30 to 65 feet in length, and perhaps longer with vessel overhang on the dock. The proposed dockage system, being a floating dock design, provides for easy modification should the state of the art in dockage design dictate design modification prior to construction.

The Clippership Wharf site has considerable restriction with regard to available water depth and exposure to allow universal siting of dockage facilities. The project also intends to site the water shuttle facility to allow good access from the landside to make the system a viable transportation option. It is the intent of the project to maximize compatibility with other water transportation systems and landside transportation systems to warrant the investment in the shuttle dock facility. The Clippership Wharf project is also considerate of other potential area development and the advancing state of the art in Harbor water transportation facilities, and intends to avail itself of the latest thinking during the final design stages of the project.

A combination of concepts must be incorporated into the design of water shuttle dockage facilities. The size of vessel is important, especially the parameter of vessel freeboard which must be compatible with the floating dock deck. This parameter is difficult to define at the current status of shuttle vessel design. Allied to the freeboard question is the effect on access gangways during high tidal levels. A high freeboard float may compromise gangway access to the float at high water levels. Gangway length and handicapped access questions also must be resolved around freeboard and deck level criteria. Mooring piles or other dock restraints must also be considered in terms of float and water elevation.

The nature of maritime activities requires design compromises to accommodate differing vessels and tidal elevations. The Clippership Wharf water shuttle dockage facility will be designed to function for that range of water shuttle vessels in operation at the time and currently proposed. Future changes in vessel characteristics may require dock retrofitting.

## MARITIME COMMERCIAL FACILITY

From the inception of planning for Clippership Wharf, it has been the Proponent's goal to provide new facilities for the lobster wholesale operation currently located on the site. The Clippership Wharf plan proposes that this facility be reconstructed and relocated on site. The maritime commercial facility would be accessed from Clippership Lane.

The project would result in a new building and more modern facilities for the lobster operation. In addition, current plans call for the provision of the full range of facilities necessary for the continued operation of the lobster wholesale operation. These include docking facilities at a float within the marina basin to be used by boats for delivery of lobsters; provision for seawater intake and protection of seawater intake from water quality impacts during project construction; truck access and loading facilities clearly separated from other vehicular activity within the project site; and parking for employees of the lobster wholesale operation.

Because of recent plans for the creation of a new centralized lobster facility within the Massport piers area located immediately east of the Clippership Wharf site, the potential for the Hines & Smart facility to move to that location has arisen. The Proponent and representatives of Hines & Smart have discussed this potential, and it is clear that the lobster company has some interest in the Massport site but is not yet ready to make a decision regarding this issue. To date, Hines & Smart has expressed only preliminary interest in relocation to the Massport site, and has asked that project planning assume that the lobster company will remain at Clippership Wharf. The Proponent remains fully committed to the retention of Hines & Smart at Clippership Wharf as well as to the provision of appropriate building space and facilities to support their operations so long as Hines & Smart chooses to remain at the site.

The Proponent has been asked by agencies such as DEQE and CZM to describe alternative plans for the Hines & Smart site, to be implemented only in the event that the lobster company decides to relocate or cease operations at this site. This issue has also been a matter of extensive discussion with the East Boston PZAC. The option presented here represents the recommendation of the PZAC to the Boston Redevelopment Authority. Under these circumstances, the following scenario would be pursued by the Proponent.

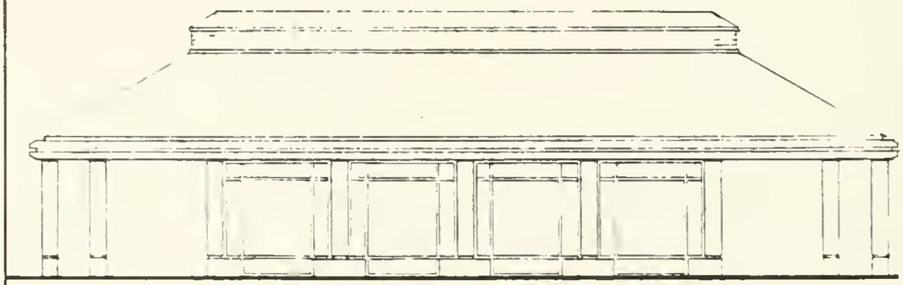
This alternative plan would involve the permanent set-aside of the Hines & Smart site area (and perhaps some associated parking area) as open space. This open space would be furnished with appropriate pedestrian amenities and would be incorporated into the site's overall Harborwalk system. The new open space would be expected to be utilized by residents of the affordable rental units on Carlton Wharf, by residents of Clippership Wharf, by members of the community, and by the public at large. The park would command a spectacular view of downtown Boston, and would be visually animated by sailing activity occurring within the marina.

A November 10, 1987 report issued by the East Boston PZAC regarding this project (see Appendix A) concluded that should Hines & Smart choose to relocate their facilities, this should not result in the introduction of a new commercial use on the Clippership Wharf site.

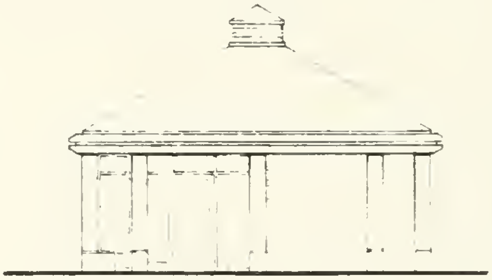
## COMMUNITY BOATING FACILITY

As a focus of public activity within the waterfront plaza area at the end of Building Five, the Proponent will create a community boating facility. This facility will utilize a floating dock within the lagoon area, which will accommodate eight to ten sail boats, to be provided by the Proponent. Landside of the floating dock will be a public pavilion structure which will serve the community boating activities. The pavilion will include lockers, storage areas, and other types of space pertinent to the community sailing program.

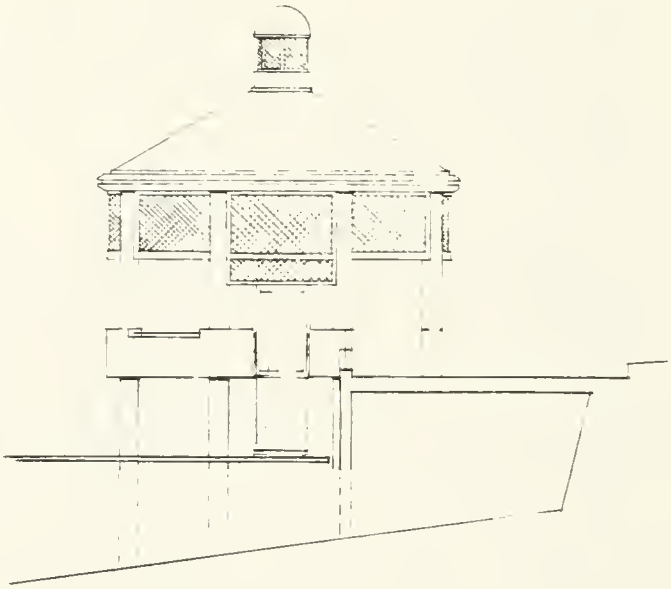
EXHIBIT IV-D-4
On-Site Pavilions



Water Shuttle Pavilion - Ticketing and Waiting



Community Boating Pavillion



Marina Pavilion

Although the Proponent will provide the location, docking facilities and sailboats for the community sailing program. it is anticipated that an outside organization or public agency will operate the program. Membership and/or use of the program would be targeted to East Boston residents, with special accommodation for participation by area young people. Hours of operation will be defined in cooperation with Proponent, but will be expected to be comparable to those other similar community boating programs within the Inner Harbor or Charles River. Boats used in the program may be equipped with small motors in order to supplement their ability to navigate in the area. A small motor launch will also be available on-site. All members of this sailing club will be trained and tested prior to solo use of boats to ensure that they have all necessary sailing skills.

## COMMERCIAL MARITIME TRAFFIC

### Introduction

The question of the potential for conflict among commercial maritime traffic (see Chapter VI, Response to Comments, #5.9 and #8.8) is particilarly relevant to Boston Harbor. Interest in and opportunities for recreational navigation in Boston Harbor is expanding. Maintaining and expanding commercial shipping in Boston Harbor serves the economic interest of the City of Boston as well as the entire region.

It is also important to provide a suitable and safe capability for the use of small craft within the Harbor. Compounding the problem is the resurgence of interest in waterborne passenger transportation. Boston Harbor is now servicing several commuter boat operations, excursion boats and water shuttles. Shortly, we expect to see a rapid interest in water taxis as a means to commuting within the City. Adding to this scenario, will be the enhanced use of the Harbor by construction activities associated with the Third Harbor Tunnel and mandated sewage treatment facilities.

In some fashion all these important interests must be accommodated within the confines of the Harbor. It appears that no one interest has overwhelming precedence over the others and, therefore, mutual accommodation must be achieved. This issue is discussed in the following section and described in greater detail in Appendix F.

Existing Conditions

Information provided by the City of Boston Environment Department reveals that within the Boston area, there are 16 yacht clubs, 4 sailing clubs, 12 marinas (having 1,680 slips) and 12 proposed projects which may add 761 marina slips. Of the 12 marinas indicated, 7 are reported to be within Boston Inner Harbor. The total number of recreational boats potentially using the Harbor is difficult to estimate since yacht club statistics and private moorings are not well defined. However, there is a potential for several thousand boats transiting the Harbor during peak summer boating days.

Commercial deep draft or otherwise restricted maritime traffic is again on the increase after a period of decline. These vessels are categorized as requiring pilotage to transit the Inner Harbor. (Appendix F presents data on vessels requiring pilotage for the years 1985 and 1986.) Note that only a portion of the total commercial maritime traffic entering Boston Harbor actually passes the Clippership Wharf location.

The Harbor also has a fair volume of smaller commercial vessels not subject to pilotage, such as tug and towboats, fuel barges, construction scows and fishing vessels. Most of these vessels are relatively maneuverable and not as burdened as the larger vessels requiring pilotage.

The U.S. Army Corps of Engineers has estimated that the Port of Boston expeienced a total of 6,649 inbound vessel movements for the year 1985. This summary includes both self propelled and non-self- propelled; passenger, dry cargo, tanker, towboat and tug boat traffic. Further breakdown of statistics indicates that of the 6,649 vessel movements, 1,998 or approximately 30 percent are destined for the Chelsea or Mystic Rivers and, therefore, pass the Clippership Wharf location.

When this number of vessel movements is viewed in terms of the number of hours in a year, the frequency past the Clippership Wharf site is very small. If it takes an average vessel moving at 6 knots, 10 minutes to pass the site, then the percentage of time of vessels passing the site in one year (say 2000 vessels), is 20,000 minutes or 3.8 percent. Many of these vessels will not pass close to the site, therefore, will present minimal problems in terms of vessel wake impact or conflict with boats entering or leaving the marina.

## Potential Conflicts

In an attempt to quantify the occurrence of commercial/ recreational boating conflicts in Boston Inner Harbor a review was made of the U.S. Coast Guard, Marine Casualty Port Log for the 1st Coast Guard District. Cases involving commercial and recreational vessels were considered for review. The time frame considered was from March 1985 to November 1987. The Coast Guard log represents actual cases of all types of coast Guard activity and develops reported incidents, follow-up and cases closure. It does not include filed complaints that were not substantiated or followed up by the reporting party. The primary incidents reviewed were categorized as collision or vessel wake damage.

Interestingly, of the 536 cases reviewed, only three cases appear to present conditions under study and occurring in the Boston Inner Harbor. A case in December 1985 involved a tug underway in Boston Inner Harbor followed closely by a sister tug. The leading tug was interfered with by a small boat cutting across its bow causing the leading tug to back down to avoid collision. The following tug struck the stern of the leading tug. A second case involved a container vessel that strayed into the designated non-navigable zone along the Atlantic Avenue/Commercial Street and collided with a recreational boat which was on a mooring and unoccupied. A third case involved a fishing vessel maneuvering away from a dock. The fishing vessel lost control due to a mechanical failure and collided with another vessel inflicting damage.

The lack of extensive incident reports indicates that commercial/recreational boating conflicts are not usually reported, or that they are reported but not followed-up to case closure, or that there is not a significant number of incidents. However, on the basis of discussions with a variety of commercial maritime interests in Boston Harbor, there does appear to be some number of conflicts that do occur between commercial and recreational vessels within the Inner Harbor. Certainly, navigating a large commercial vessel having restricted maneuverability through the harbor on a busy summer weekend is difficult and perhaps even dangerous.

Discussions with harbor pilots and commercial operators indicate that the most serious problems are: unpowered or underpowered sailing vessels that become becalmed or are tacking within the channel and are unable or unwilling to yield to the rightful passage of the restricted commercial vessel; vessels, both power and sail, that pass close ahead or close aboard such that they cannot be seen from the commercial vessel bridge and/or require collision avoidance actions by the commercial vessel operator. Reduced visibility, weather or darkness, also presents difficulty in seeing and anticipating small vessels' movements. Low sun angle, sunset or sunrise, often blind vessel operators making other vessel movements non-discernible or difficult to anticipate.

On the other hand, there are numerous reported but not documented instances of violations by commercial operators against recreational craft such as overtaking with large amounts of wake production, crossing close aboard after overtaking and large wake production in the vicinity of berthed or moored vessels.

The introduction of recreational marina slips at Clippership Wharf is not expected to significantly alter the potential for conflict between commercial and recreational marine traffic. Vessels in the marina and community boating facility are expected to be powered craft. If they observe the rules of the road, they should not cause interference with commercial traffic. Boats exiting the marina will do so outside of the established channel limits and will have good visibility up and down harbor which should preclude conflicts with commercial vessels within the channel limits.

Recommendations

The subject of commercial/recreational maritime conflicts is larger than any one urban waterfront marina development project. A combined effort of recreational boating interests, commercial operators, harbor regulatory authority and City, State and Federal interests must join together to establish workable guidelines for harbor management. The following ideas are offered for purposes of further discussion among such interests:

1. Require evidence of some form of acceptable boater education before being allowed to navigate in congested harbors like Boston. This might be a requirement implemented in all marina, yacht club and mooring contracts or membership for facilities within the Inner Harbor area.

2. Develop a program with handouts to be distributed statewide to all boating interests describing the issues relating to commercial interests, i.e.; visibility restrictions associated with navigating from the bridge of large vessels; effective stopping distances of maneuvering criteria for large or restricted vessels; difficulty in radar interpretation of small boats especially in congested harbor displays; channel usage by commercial vessels; major maritime terminals and associated commercial routes to those terminals; the Rules of the Road and the best method of communicating with commercial traffic.

3. Investigate the possibility of escort service for major commercial vessels during peak recreational boating times (summer weekends). The Coast Guard Auxiliary (with their new advanced training program) might be able to provide this service. Route sweeping in advance of a large commercial vessel could alert boaters to its presence and provide assistance to becalmed or disabled craft in way of vessel.

4. Establish a forum to enhance communication between commercial and recreational interests to remove the antagonism that appears to exist. Intelligent communication and mutual understanding of each others problems could go a long way to enhance safety and utilization of the harbor waterway.

5. Mutually petition to provide more harbor regulation enforcement and perhaps provide better channel identification. The commercial channels are currently poorly designated for visual understanding of their locations when underway in a small craft.

A glaring example is the so-called magenta zone along Atlantic Avenue which by Federal law has been designated non-navigable.

6. Consider channel separation schemes to help isolate different categories of vessel movements. This technique is successfully used in a number of harbors worldwide.

## MITIGATION MEASURES

As an additional mitigation measure, the Proponent is committed to work further with city and state agencies, other Inner Harbor developers, boat operators, harbor advocates, and other interested groups to provide appropriate water-related uses as an integral part of the proposed development. Input regarding the refinement of the proposed mix of maritime uses and the ongoing programming effort for the waterfront plaza will be solicited from such agencies and groups on a continuing basis.

Other mitigation measures relating to water-related activities include:

- The provision of a variety of water-dependent activities, including a marina, community boating facility, commercial lobster facility and water shuttle.
- Provision of ancillary landside facilities such as pavilions including office space, storage, ticketing and waiting areas.
- Provision of a sewage pumpout facility for boats.
- No shuttle parking on-site.
- Commitment to provision of additional open space should Hines & Smart choose to relocate in the future.
- Provision of a wave barrier for the marina.
- Establishment of a marina storm management plan.

- Design of water shuttle dock to accommodate a variety of different vessel types.
- Coordination of water shuttle planning with other existing and future operators.

# E Tidelands and Public Purpose

## INTRODUCTION

This chapter analyzes the Clippership Wharf development, its site and site history, and the public process through which the project has evolved to determine that the project is an appropriate use of Commonwealth and private tidelands. This chapter also addresses the specific tidelands issues raised by the Secretary of Environmental Affairs in his certificate on the Draft EIR, including the status of the tidelands on the site. The material presented here demonstrates, especially in light of the changes to the project since the Draft EIR, how the Clippership Wharf development, including its "nonwater dependent" features, meets the Chapter 91 proper public purpose test, and how its benefits far outweigh the detriments to the public. As requested by the Secretary, more information is provided about water-dependent uses of the site, now and in the future. Finally, this section describes how the project is consistent with CZM policies.

## TIDELANDS STATUS

In his certificate on the Draft EIR, the Secretary of Environmental Affairs requested clarification on the distribution of Commonwealth tidelands and private tideland on the site. As described in the Draft EIR, the entire site is tidelands because it lies seaward of the historic high water line--which according to records dating from 1852--was located approximately where Summer Street is today. Based on the location of the historic high tide line and the existence of broad tidal flats at this site prior to historic filling, the Proponent believes that a significant portion of the site is private tidelands. In an effort to precisely delimit the Commonwealth and private tidelands on the site, the Proponent has reviewed collections of historic records at numerous locations including: the State Library, the Massachusetts Archives, the Boston Public Library, the Boston Athanaeum, the Bostonian Society, the Pusey Library and the Boston Redevelopment Authority. Despite this effort, the Proponent has not yet been able to precisely determine the location of the historic low water mark, the demarcation between the Commonwealth and private tidelands. The Proponent will continue to search for definitive records and will provide all the relevant records to DEQE with the Waterways license application.

As described in the Draft EIR, existing fill and wharves on the site were authorized by nine separate waterways licenses issued between 1886 and 1923. These licenses, which are included in Appendix E of this Final EIR contain no express limitations on the use of the filled land or the wharfs. By special act in 1964, the Massachusetts Legislature declared these licenses and any future waterways license issued for this site to be irrevocable provided that certain administrative conditions (such as the payment of specified fees) are met (Stat. 1964, c. 652). Despite the broad grants of authority in the prior licenses and in the special legislative act, the Proponent has chosen to seek a new waterways license for the entire site and for the specific purposes of the Clippership Wharf project.

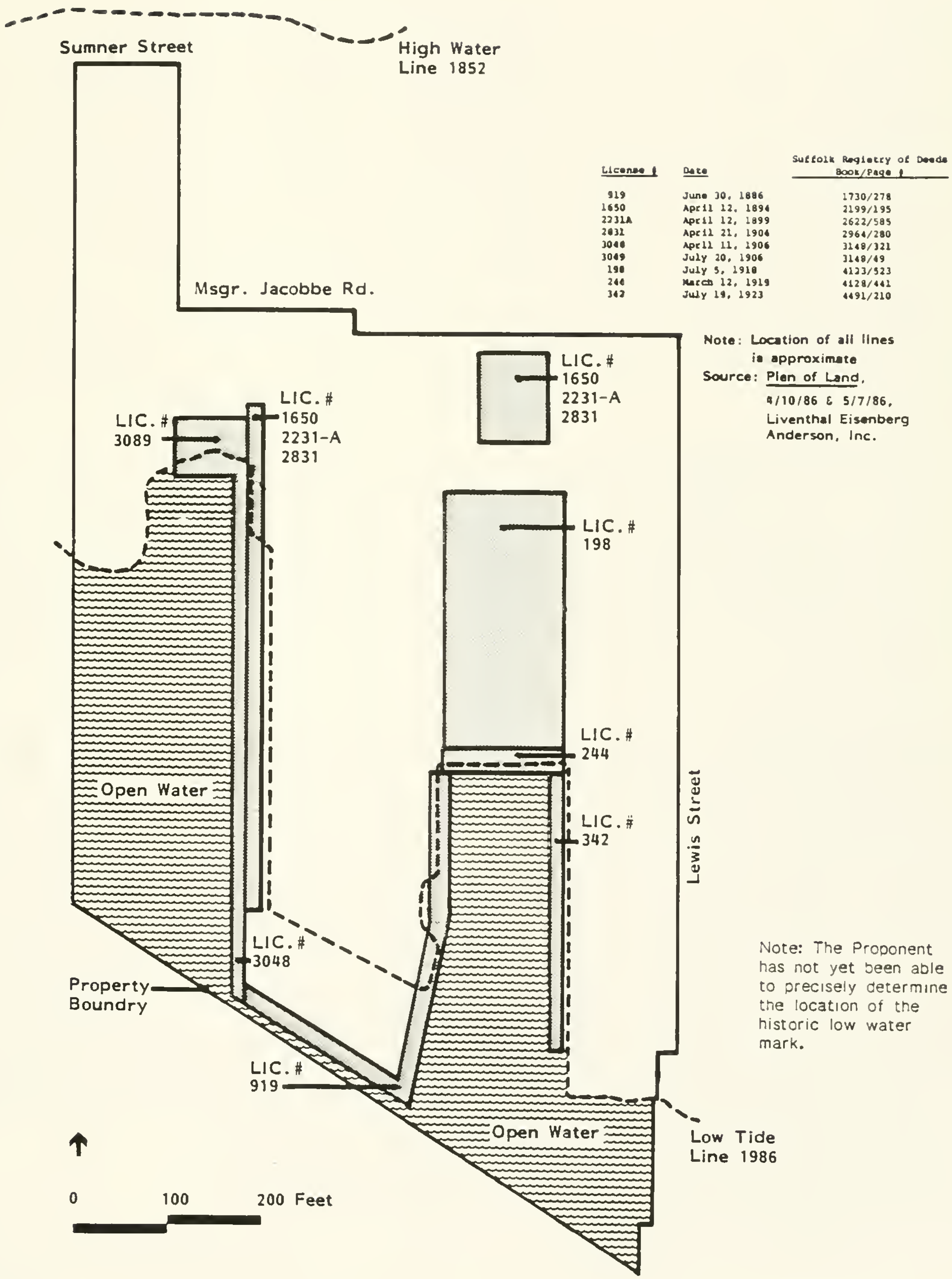
## STANDARD FOR GRANT OF CHAPTER 91 LICENSE

Chapter 91 requires DEQE to make three determinations prior to issuing a license for a nonwater-dependent use of tidelands. First, the project must "serve a proper public purpose." Second, "said purpose shall provide a greater pubic benefit than public detriment to the rights of the public in said lands." Because the public's interest in private tidelands is limited to the rights of fishing, fowling and navigation, the scope of DEQE's review of the portion of the project in private tidelands is restricted to these residual public rights. The public's rights in Commonwealth tidelands, on the other hand, are broader than fishing, fowling, and navigation. Although defining the precise extent of the public's rights in Commonwealth tidelands is beyond the scope of this EIR, examples of the public's right include the use of these lands for open space and recreational purposes. Finally, the Department must determine that the project is consistent with CZM policies.

## PROPER PUBLIC PURPOSE

The Proponent will prepare and submit a Chapter 91 license application to document that the project satisfies the "proper public purposes" test in a number of ways.

EXHIBIT IV-E-1
Prior Tidelands Licenses



| License # | Date | Suffolk Registry of Deeds Book/Page # |
|---|---|---|
| 919 | June 30, 1886 | 1730/278 |
| 1650 | April 12, 1894 | 2199/195 |
| 2231A | April 12, 1899 | 2622/585 |
| 2831 | April 21, 1904 | 2964/280 |
| 3048 | April 11, 1906 | 3148/321 |
| 3049 | July 20, 1906 | 3148/49 |
| 198 | July 5, 1910 | 4123/523 |
| 244 | March 12, 1919 | 4128/441 |
| 342 | July 19, 1923 | 4491/210 |

Note: Location of all lines is approximate
Source: Plan of Land, 4/10/86 & 5/7/86, Liventhal Eisenberg Anderson, Inc.

Note: The Proponent has not yet been able to precisely determine the location of the historic low water mark.

## OPEN SPACE

Perhaps the singular most important public purpose served by the project is the creation of open space for public use. This open space will be especially valuable to the public because it will be visually and physically linked to a treasured public resource--Boston Harbor. According to the urban design subcommittee of the East Boston Planning and Zoning Advisory Committee (PZAC): "open space in a densely populated urban neighborhood like East Boston is not an amenity; it is a necessity of life and an essential ingredient to the community's viability as a place for people to live and raise families" (Appendix A). The PZAC report notes that since the destruction of Wood Island Park in the 1960's, the East Boston community has been without any significant public open space.

The existing condition of the site does nothing to help East Boston's critical open space needs. The existing wharfs are unsafe because they are dilapidated and decayed. Segments of the seawall are structurally unsound. The landside portion of the site contains dangerous sink holes from subsurface erosion. As a result, the entire site is fenced, posted to protect public safety and entirely closed to the public.

By contrast, nearly the entire ground plane of the completed Clippership Wharf project will be designed and programmed to encourage public access. The pedestrian access points to the site are designed to correspond to existing East Boston streets to draw the community to the site. The Proponent has maximized the amount of usable open space by placing most of the parking underground, at substantial additional cost. Since the Draft EIR, moreover, the Proponent has increased the amount of usable public open space by eliminating the tennis courts, dividing two buildings into four and creating new public walkways in between, and adding an additional one-acre open space at the water's edge. The Proponent's commitment since filing the Draft EIR to extend Lewis Mall to the water's edge, moreover, will attract people to the site from Maverick Square including from the MBTA Blue Line.

## AFFORDABLE HOUSING

The creation of 370 housing units, especially the 55 affordable units, is another important public purpose served by the project. The East Boston PZAC "strongly supports" the use of this site for housing. In response to requests at the local level, from the East Boston PZAC and the BRA, and the Commonwealth's affordable housing policy for tidelands, the Proponent has substantially strengthened the affordable housing component of the project since the Draft EIR was submitted. These plans now call for the provision of 55 affordable units on-site, including both rental and condominium housing. To better accommodate families, the 55 affordable units will have more bedrooms, on average, than the market-rate units.

The Executive Office of Communities and Development ("EOCD") has requested additional information on the affordable housing component of the site in connection with its forthcoming proper public purpose recommendation to DEQE. Although this request was not part of the MEPA process and although many of the details are still being developed, the Proponent is providing the following information in this Final EIR to assist DEQE and EOCD in the evaluation of the project.

Of the 55 affordable units, 20 will be available for purchase and 35 will be rental units. The Proponent has charted a middle course with respect to the geographic distribution of these units. The 20 units for purchase will be distributed throughout the first two phases of the condominium buildings. The 35 affordable rental units will be located in the building on Carlton Wharf. This aggregation of the rental units will improve the efficiency of programs targeted to rental units, such as the State Housing Assistance for Rental Production ("SHARP") Program, and makes sense from an architectural standpoint because the rental units have a larger bedroom mix and different unit plan that the condominium units. This distribution will improve the operation and management of these units and allows for more direct participation in the development of these rental units by the neighborhood. This geographic distribution, moreover, was recommended by the East Boston PZAC. The size distribution of the affordable condominium units will be comparable to the market rate condominiums.

To better accommodate families, the rental units will have more bedrooms, on average, than the market rate units; the rental units will be predominantly two and three bedrooms, whereas the market rate units will be predominantly one and two bedrooms.

It is too early to project the rents or sale price of the units. As suggested by the East Boston PZAC, to ensure that the project houses a broad cross section of people, the Proponent expects to allocate the affordable units among three different income groups: low moderate income (defined as up to 50 percent of the median income in the Boston area), moderate income (defined as 50-80 percent of the median) and upper moderate (defined as 80-110 percent of the median). The Proponent is exploring a number of subsidies for the affordable units, including the Massachusetts Housing Partnership's Home Ownership Opportunity Program and Massachusetts Home Finance Agency programs for the condominium units, and the SHARP Program and the Chapter 707 Rental Housing Assistance Program for the rental units. Finally, the Proponent plans to rely on the deed restrictions being developed by the BRA and the Massachusetts Housing Partnership in developing deed restrictions for the affordable units to ensure that these units remain affordable for low, moderate and upper moderate income households.

## OTHER PROJECT BENEFITS

The project will also serve a proper public purpose by providing the following project benefits (additional benefits are listed in Chapter II):

- A 2,000 square foot community room in Building Two. The Proponent will build, manage, maintain and program a conference room furnished with a kitchen and restroom facilities. The room will fill a significant need in the local neighborhood for convenient space for meetings and celebrations. It will be available for non-profit community groups to reserve.

- Sufficient funds, estimated at approximately $75,000, for the renovation of the fourth floor of the Crossroads Shelter for the homeless in East Boston for additional shelter space.

- The sum of $100,000 will be contributed in ten equal annual installments for the operation of the Crossroads Shelter.
- $25,000 for the operation of the Daily Bread Food Pantry.
- $50,000 for the operation of a youth drug and recreation program at the Maverick Square housing project.
- $20,000 for equipment for skills and education programs at the Maverick Square housing project.
- Approximately $30,000 for a van for youth and adult outreach activities at the Maverick Square housing project.
- Security services for the Heritage Apartments.
- Full public access to an approximately 6-acre system of open space on-site.
- Landscape improvements on Lewis Mall.
- Tree planting in Maverick Square.
- A community boating facility targeted to the East Boston community.
- Water shuttle facilities to provide year-round service to downtown Boston.
- The transformation of a blighted and dangerous area to one which is attractive and safe.

## PUBLIC BENEFITS VERSUS PUBLIC DETRIMENTS

The project will provide a measure of public benefits which will significantly outweigh new public detriments to the rights of the public in the site's private and public tidelands.

## RIGHTS OF THE PUBLIC

The rights of the public in the Commonwealth tidelands portion of the site are broad. The public rights in the private tidelands are limited to fishing, fowling and navigation.

## NEW PUBLIC BENEFITS

The project will dramatically increase the public's use and enjoyment of Boston Harbor by achieving physical and visual access to the water, creating new waterfront amenities, linking these amenities to the neighborhood and public transportation systems and programming the areas of the site open to the public to attract members of the neighboring community and enrich the opportunity to enjoy the water's edge.

The project has been designed and redesigned to create a pleasing visual experience for the public. The most significant visual effect will be the vast expansion of the public's opportunity to enjoy the experience of watching Boston Harbor from a special water's edge vantage point. The site offers one of the most dramatic locations to view Boston Harbor and the downtown skyline. But because of the existing site conditions, these views can now only be enjoyed from behind the site. Several elements of the project will particularly contribute a sense of visual relationship to the harbor. These include:

- Harborwalk will give the public approximately 1,780 linear feet of water's edge views.
- The buildings will reflect traditional wharf design: they will lie perpendicular to the water's edge and be constructed principally of brick. The buildings, moreover, will step down towards the water.
- A system of interconnected open spaces, including two large areas at the water's edge, will provide a variety of harbor views.
- Views of boats moored and underway at the marina and the community boating facility.

Since the Draft EIR, moreover, the Proponent has strengthened the public's visual experience in several ways, including:

- Created a series of public pavilions within the project's open space system.
- Divided four buildings into seven, thereby opening up more view corridors, in particular creating a dramatic view of the Bunker Hill Monument along Marginal Street.

The project will offer an array of physical features to attract the public to the water. The chief public access features, many of which have been added since the Draft EIR, include:

- The first portion of the Haborwalk in East Boston. It will span the entire waterfront perimeter of the site.
- A marina which will provide a number of slips for short-term or transient public use.
- A waterfront plaza at the end of Clippership Lane. Since the Draft EIR, the Proponent has added a pavilion to the waterfront plaza with an upper level viewing platform.
- Piers and bulkheads suitable for recreational fishing.
- A one-acre open space at the water's edge has been added since the Draft EIR. This area will be adjacent to the Lewis Mall extension.
- Extension of Lewis Mall to the water's edge. Since the Draft EIR, the Proponent has made a commitment to the City of Boston and the East Boston PZAC to construct and maintain the Lewis Mall extension.
- A community boating facility targeted to the East Boston community.
- Water shuttle facilities to provide year-round service to downtown Boston.

Two of these water-related amenities, the community boating and the water shuttle, merit further discussion here.

## Community Boating

The Draft EIR contained a plan for a museum ship. Several commentators, including DEQE and CZM, questioned whether the museum ship was a suitable amenity for the site. The museum ship was also criticized by neighbors of the project. The Proponent agreed with these doubts and determined that a community boating facility would be a much better public amenity for this site than a museum ship. The Proponent will provide the docking facilities, sailboats and an office for the community boating program. This program will enable people of all ages to experience the pleasures of sailing in Boston Harbor. The Proponent is currently considering a suitable means for non-profit management of the facility, perhaps along the model of the Community Boating, Inc. facility on the Charles River Esplanade which operates the community youth sailing program at Charlestown Pier.

## Water Shuttle

The water shuttle will be located on the pier adjacent to the Lewis Mall extension, the approximate location of the Old South Ferry. The Proponent will construct and maintain an approximately 900 square foot waiting and ticketing area. The shuttle will be operated by a private contractor. Additional details on the water shuttle are provided in Chapter IVD, Water-Related Activities Chapter.

The Proponent has taken a variety of steps to assure that the public can readily reach the site to enjoy its waterfront amenities. These steps include:

- Making it easier for the public to walk to the site from Maverick Square, including the MBTA Blue Line stop, by extending Lewis Mall to the water's edge. The extended Lewis Mall with landscaping and seating arrangements will make the five-minute walk from Maverick Square to the site a pleasant pedestrian experience.

- A year-round water shuttle from the site to downtown Boston.

- A site design which links the pedestrian access points to existing East Boston streets.

- The project's walkways and parks will be handicapped accessible.

The Proponent also plans a variety of activities to animate the public spaces to further draw people to the site and promote the pubic enjoyment of the waterfront. For example:

- The one-acre waterfront park will contain a performance area with seating.

- The waterfront plaza will be the site of activities such as arts and crafts shows and neighborhood festivals.

- Interpretative exhibits and signs will be interspersed along Harborwalk and throughout the site.

- Public fishing from the piers.

- The community boating facility will have boats available for individual use and may sponsor regattas against other community boating fleets.

Project Detriments

There are no substantial detriments to the public's interests in the tidelands on this site. The public's interests in the private tidelands portions of the site --fishing, fowling and navigation--will not be hindered. Indeed, the project gives the public a variety of opportunities to fish and navigate the waters of Boston Harbor. Nor will the project substantially interfere with the broad public rights in the Commonwealth tidelands portion of the site. As described throughout this document, the project provides the public with extensive opportunities to use and enjoy the waterfront. Because the buildings have been carefully designed and oriented, the public's waterfront experience will not be comprised by artificial wind, noise or shadows.

A possible detriment from the project raised by the Secretary of Environmental Affairs and commentators such as DEQE and CZM is the potential displacement of water-dependent uses of the site. On inspection, however, it is apparent that this will not be a significant public detriment.

The only current use of this 13-acre site is the Hines & Smart wholesale lobster operation facilities which receives and sends a large percentage of its lobsters by truck. While some of its lobsters are received from boats during the summer, it is questionable, given the narrow definition of "water-dependent uses" in Chapter 91, whether this use is water-dependent. The only other use of the site in recent years has been a restaurant which burned down in the 1970s. Although the Hines & Smart facility may not be a purely water-dependent use, the Proponent will nevertheless make provisions to assure that the project does not displace this activity. The Proponent plans to build an 8,000 square foot facility on the site to house Hines & Smart. Despite this facility, Hines & Smart may voluntarily choose to relocate to another location if a centralized lobster facility is eventually located elsewhere, such as, for example, the Massachusetts Port Authority piers east of the site.

It is the Proponent's position that providing a facility on-site for Hines & Smart satisfies its obligations under Chapter 91 and strikes an optimal balance with the interests of the East Boston community. Although still in draft form, DEQE's December, 1986 draft Chapter 91 regulations set forth the only available standard for determining whether a project's benefits exceed its detriments in the event of any conflict with pre-existing water-dependent uses of the site. Under the draft regulations, a project displaces a water-dependent activity if there is a "clear showing" that the water-dependent use was located on the site on a "reasonably continuous basis" at some time during the prior five years and if "reasonable arrangements" have not been made for the continuation of this use either on-site or off-site either by the Proponent or the operator of the water-dependent activity (310 C.M.R. 9.05(3)(a)4)). Because the Hines & Smart operation is the only arguable water-dependent activity on the site within the past five years and because the Proponent has made reasonable arrangements for the continuation of this use on-site, the project will not displace a water-dependent activity.

Because the East Boston community opposes any commercial use of the site, including this continuation of the Hines & Smart operation, the Proponent's proposal strikes an optimal balance of interests. According to the East Boston PZAC:

> Commercial use on this site is inconsistent with the neighborhood and with the character of the site as one primarily reserved for housing. Moreover, other waterfront parcels are currently being considered for commercial lobstering and related maritime uses--uses much more compatible for the Hines & Smart facility. (Appendix A).

Finally, to offset the possible perception that the project forecloses the use of the site for water-dependent uses, and because these uses will create a vibrant waterfront locus, the Proponent has committed to a wide range of water-dependent and water-related uses for the public. These uses, described in detail above, include the water shuttle, the community boating facilities, the marina, and a pioneer extension of Harborwalk.

In his certificate on the Draft EIR, the Secretary of Environmental Affairs requested that the Final EIR provide additional details on the Proponent's analysis of the feasibility of locating other water-dependent activities on the site and further information about the future demand for water-dependent uses. Prior to embarking on the current plans for Clippership Wharf, the Proponent evaluated the feasibility of a commercial water-dependent use on-site. Such a use was found to be largely infeasible for the following reasons:

- No interest could be generated in the site by shipping, cargo or related business.

- No rail access is available to provide an inter-model link for cargo transport.

- Truck access to the site, a prerequisite for commercial maritime users, is extremely limited due to the presence of residential neighborhood streets surrounding the site and due to area traffic conditions.

- Water depth around the site is inadequate for commercial maritime vessels.

- The site is too small for any substantial commercial maritime use.

- The site is outside the CZM designed port area.

- The site is outside the City of Boston's Maritime Reserve zone.

- The site is very near to densely-developed residential uses.

- The property is in immediate proximity to an established community-oriented retail center.

- The local community, through the East Boston PZAC, has expressed opposition to any noxious uses (e.g., commercial fishing, fish processing, ship repair, etc.).

- Community desire for access to the site's waterfront perimeter would be inconsistent with many commercial water-dependent uses due to safety factors.

- The site cannot compete for commercial water-dependent users given extremely high site redevelopment costs, and given the proximity of large parcels of nearby waterfront land currently planned for development for water-related uses, such as Massport Piers 1-5 and the East Boston Shipyard.

It is not expected that factors affecting demand for water-dependent uses on-site will change significantly by the year 1990, the estimated completion date of the Clippership Wharf project. Certainly, the physical, site access, and community context factors previously enumerated will remain as limits to use of the site in the near future. Increased demand for water transportation facilities serving the Inter-Harbor area is anticipated, especially in light of the Central Artery and the Third Harbor Tunnel construction projects, and such facilities are currently planned for Clippership Wharf. The only other water-dependent uses for which demand is clearly expected to increase in the near future are sites for staging or storage in association with construction of the Central Artery and the Third Harbor Tunnel and Boston Harbor clean-up projects. The proximity of residential properties and housing for the elderly, as well as inadequate water depth, makes the

Clippership Wharf site impractical for such uses.

By the completion date of the Clippership Wharf project, it is anticipated that the redevelopment of the East Boston Shipyard as a major area ship repair facility will be underway, and that plans for development of the Massport Piers 1-5 water-dependent uses, including a lobster terminal, will have advanced. These two major projects, located immediately east of the Clippership Wharf site, can be expected to absorb a substantial portion of any available demand for commercial water-dependent users seeking sites in this part of the East Boston waterfront.

## CONSISTENCY WITH CZM POLICIES

In March, 1986, the Massachusetts Coastal Zone Management (CZM) Office issued a letter to MEPA responding to the Environmental Notification Form for this project. The letter stated that five CZM policies were relevant in evaluating the Clippership Wharf proposal. Because CZM consistency is a component of project review under Chapter 91, consistency with the five aforementioned CZM policies is presented here.

Policy 4. Condition construction in water bodies and contiguous land areas to minimize interference with water circulation and sediment transport and to preserve water quality and marine productivity.

Response

Chapter IVF (Water Quality) and Chapter IVG (Construction) of this Final EIR as well as Chapter IVH (Water and Sewer Service) of the Draft EIR, provide a detailed analysis of issues pertaining to this policy and describe mitigation measures intended to guard against any potential contamination of coastal receiving waters via storm drainage, acceleration of combined sewer overflow and release of sediments and other pollutants during construction operations, including dewatering of excavate, pile driving, bulkhead rehabilitation, and related activities. Among the wide range of mitigation measures described are the use of sediment curtains to minimize the transport of suspended sediment, removal of underwater piles by clipping at the mud line, filtration or detention and settlement of any water discharged as a result of dewatering and appropriate drainage facilities to prevent the discharge of oil, grease or other contaminants into Boston Harbor. Ongoing consultation and coordination with pertinent agencies, such as the U.S. Environmental Protection Agency, Army Corps of Engineers and DEQE Division of Water Pollution Control, and the Boston Conservation Commission will continue in regard to these and other measures as project planning proceeds.

Policy 5. Ensure that dredging and disposal of dredged material minimize adverse effects on water quality, physical processes, marine productivity and public health.

Response

Dredging of the marina basin is no longer proposed. It was originally planned in order to create a marina larger than can be accommodated by existing bathymetry. Redesign and reorientation of the marina has eliminated the need for dredging. Chapter IVF (Water Quality) and Appendix D of this Final EIR present a description of data pertinent to previous plans for limited dredging in the proposed marina area.

Policy 15. Ensure that state and federally funded public works projects proposed for location within the 100 year coastal flood plain will not exacerbate existing hazards or damage natural buffers, be reasonably safe from flood and erosion related damage, and not promote growth and development in damage prone or buffer areas, especially in undeveloped areas or APRs (Area for Preservation.)

Response

This project does not involve public investment for pubic works in a hazardous area of the coastal zone. The project is designed to withstand severe storm conditions and 100-year flood elevations.

As documented in Chapter IVF (Coastal Flooding) of the Draft EIR, flooding is not expected to occur on-site, and the marina, seawall, water shuttle and floating dock will not be adversely affected by flood tides. Under existing conditions, the site is subject to periodic flooding. As a result of the creation of Clippership

Wharf, on-site grade will be elevated to a level of +17 feet to +18 feet (Boston City Base) which is above the 100-year flood elevations. First floor elevations for habitable space will be at +10 feet BCB, more than 13 feet above sea level, 3 feet above the 100-year flood level, and 2 feet above the 500-year flood level.

Policy 18. Encourage through technical assistance and review of publicly funded development, compatibility of proposed development with local community character and scenic resources.

Response

The planning and environmental review process for the Clippership Wharf development has involved significant public input and community consultation. Since originally proposed in its Environmental Notification Form, the Clippership Wharf project has undergone an extraordinary design review and revision process, involving input from a broad range of state, city and community representatives. This process has resulted in the lowering of building heights, reductions in building massing, creation of affordable housing, creation of additional view corridors, creation of substantial additional open space and the relocation of the originally-proposed above-grade parking structure as an underground facility.

Chapter IVB (Visual Quality) of this Final EIR presents a detailed analysis of the effect of the project on the area's visual environment. This analysis indicates that the project, as currently proposed, is consistent with Boston's traditional waterfront architecture, responds to the massing of area residential buildings and to the orientation of local neighborhood streets and provides variety of views throughout the site to the Downtown waterfront and across the East Boston waterfront to Bunker Hill.

Policy 20. Encourage, through technical and financial assistance, expansion of water-dependent uses in designed ports and developed harbors, redevelopment of urban waterfronts, and expansion of visual access.

Response

The Clippership Wharf site is not in a designated port area.

As detailed in Chapter IVD (Water-Related Uses) and Chapter IVB (Visual Quality) of this Final EIR, the Clippership Wharf project has been planned so as to achieve these goals. The objective of urban waterfront redevelopment will be realized as a blighted, deteriorating and largely abandoned site at the edge of the Boston Inner Harbor is reconstructed and refurbished to support maritime, residential and public uses for many years to come. Visual access will be maintained as a result of the establishment of a number of visual corridors through and across the site. Public users will be fully accommodated on-site and will be drawn into the site by the various large, active public open spaces leading through the property to the waterfront. The range of water-related and dependent uses will be part of the Clippership Wharf project, including a lobster wholesaling facility, a marina, a community boating center, a water shuttle to downtown Boston, a harbor viewing platform and fishing pier.

# F Water Quality

## INTRODUCTION

Information pertaining to potential water quality effects associated with construction activities for Clippership Wharf was presented in detail in the Draft EIR. This information included a description of existing water quality and sediment quality. The sediment quality analysis included both elutriate testing and bulk chemical analysis of sediment samples taken in areas where construction activities were proposed. These construction activities included pile removal, seawall repair and dredging for the proposed marina. In response to the Draft EIR analysis, comments were received requesting additional information concerning proposed dredging, including a request for the preparation and presentation of bioassay/bioaccumulation analysis of sediment samples, so that the feasibility of disposal of dredged material at the Massachusetts Foul Area could be better evaluated.

## DISCUSSION

Since the Draft EIR, plans for the Clippership Wharf marina have been revised. Dredging for the marina as proposed in the Draft EIR was intended to create a marina basin larger than can be accommodated by existing bathymetry. However, the marina currently proposed in this Final EIR has been re-oriented and reduced in size and now requires no dredging. As a result, potential environmental effects which would otherwise be associated with dredging or the disposal of dredged material will not occur.

However, prior to revision to the Draft EIR marina plan, information requested as a response to the Draft EIR analysis was prepared by the Proponent. This information included additional collection of sediment samples within the previously proposed dredge area, and bioassay/bioaccumulation testing of sediment samples. This new data is fully presented in Appendix D.

In addition, various questions were asked in response to the draft EIR regarding issues pertaining to the disposal of dredged material. Although dredging is no longer proposed as part of the Clippership Wharf project, these questions are nonetheless addressed in Chapter VI (Comments and Responses). These questions concern issues such as disposal options considered other than the Massachusetts Foul Area, characteristics of the

Massachusetts Foul Area, the consideration of redeposition of dredged material into the marina basin and the use and effectiveness of silt curtains.

The information discussed above is presented in this Final EIR in order to provide the fullest possible disclosure of planning and environmental analysis conducted in association with the Clippership Wharf project. Except for previously described revisions to the marina plan, no other changes to plans for Clippership Wharf have been made which would result in water-quality effects different from those documented in the Draft EIR. The mitigation measures committed to in the Draft EIR will be utilized, with the exception of those specifically targeted to marina dredging activities.

# Construction

## INTRODUCTION

The Draft EIR for Clippership Wharf presented a detailed description of construction plans and effects related to the project. This Chapter of the Final EIR addresses specific construction-related issues identified in the MEPA Certificate on the Draft EIR. This Chapter also addresses three other principal topics. First, changes to construction plans which have resulted from revisions to the project since the Draft EIR are described and evaluated in terms of potential environmental effects. Second, this Chapter responds to a request by the East Boston Planning and Zoning Advisory Committee (PZAC) for specific information concerning the planned construction process. Third, described in this Chapter are a range of measures to be utilized in order to minimize any construction-related effects.

The information presented in this Chapter is based upon construction planning being conducted by the Proponent and the project's contractors. Consultation with the East Boston PZAC, and with pertinent city, state and Federal agencies has been undertaken in regard to construction activities. This consultation process will be continued as the project proceeds in order to develop and refine an appropriate construction plan for Clippership Wharf.

## CONSTRUCTION PROCESS

As described in Chapters II and III of this Final EIR, a number of revisions have been made to plans for Clippership Wharf since the Draft EIR was submitted. Project revisions which are most pertinent to a discussion of the construction process include the following:

o Revision to marina plans resulting in no need for dredging.

o Change from four residential buildings to seven smaller residential buildings.

o Adjustments to building locations and footprints.

o Extension of Lewis Mall to the water's edge.

In the case of the proposed marina, the marina plans proposed in the Draft EIR have been revised. Dredging was proposed in the Draft EIR in order to create a marina larger than can be accommodated by existing bathymetry. Potential environmental effects of the dredging process were documented in the Draft EIR. However, the current plan for the marina requires no dredging. Any potential environmental effects associated with dredging or the disposal of dredged material will, thus, be avoided.

In respect to changes in the number and location of buildings and the creation of new park areas, these project revisions are significant in terms of issues such as public access, open space and visual quality, but are not expected to result in any substantial changes to construction-related effects as reported on in the Draft EIR. This is because the basic parameters of the construction process have not changed. For example demolition methods and foundation types remain the same. Factors such as the total number of piles required for building foundations have not increased. In addition, while building locations have been adjusted since the Draft EIR, the basic orientation of structures in relationship to the water and to the community has not changed significantly.

Although the construction process in still scheduled to comprise an approximately 50-month period, phasing of construction activities has changed somewhat as a result of recent project revisions. The new project phasing is described in the following section.

## PHASING/SCHEDULING

The construction process for Clippership Wharf is scheduled to comprise a 50-month period (approximately four years.) However, no substantial change to air or noise effects are expected to occur as compared to those reported on in the Draft EIR. This is because, as in the previously presented construction plan, only portions of the site will be excavated or under construction at any given time. The project is planned to be built in three consecutive phases, each of which will involve specific site areas and construction activities. Provision for the continued operation of the wholesale lobster facility on-site has been incorporated into the construction phasing plan. The phasing plan is subject to changing economic conditions.

## Phase I

Phase I of the construction process is scheduled to last approximately 15 months. During this phase, the following construction activities will occur (Exhibit IV G-1):

- o Excavation and construction of underground parking garage.
- o Demolition of existing wood decking and pilings to the east and west of the lagoon area.
- o Construction of 35 affordable (below market-rate) apartment units on Carlton Wharf.
- o Construction of parking area on Carlton Wharf for use by apartment residents and site visitors.
- o Construction of Buildings One and Two above the underground garage.
- o Construction a 2,000 square foot community room located in Building Two.
- o Regrading of portions of the site.
- o Construction of the site's central vehicular turn-around, trellis-covered walkway, entry way pavilion and lawn area in front of the Heritage Apartments.
- o Construction of the water shuttle dock and pavilion.
- o Continued operation of the wholesale lobster facility in its current location.

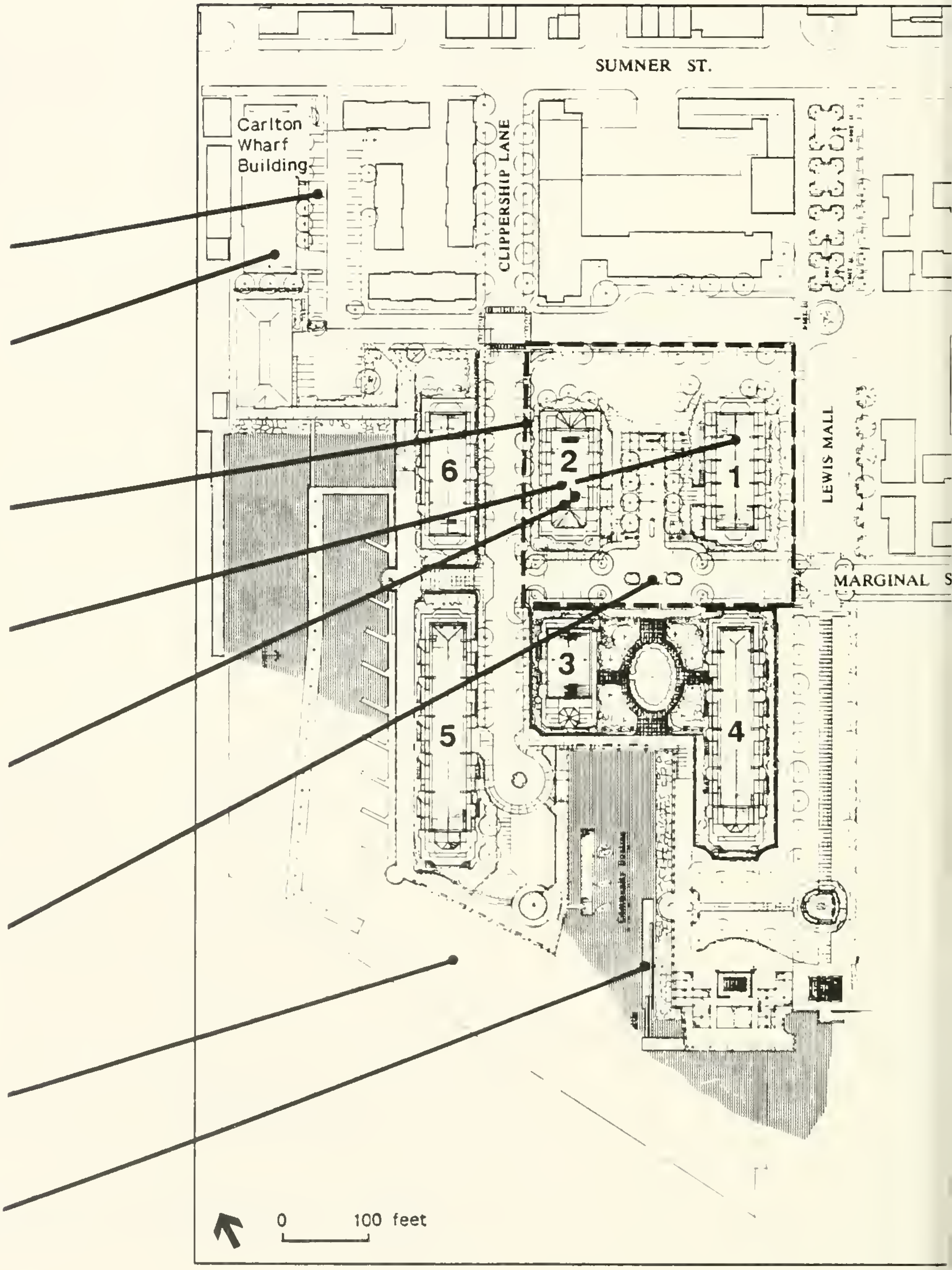
## Phase II

Phase II of the construction process is scheduled to comprise an approximately 20-month period. During this phase, the following construction activities will occur (Exhibit IV G-2):

- o Demolition of existing wood decking and pilings at the marina inlet. Construction of new dock facilities.
- o Construction of a new commercial lobster facility for the Hines & Smart Lobster Company

EXHIBIT IV-G-1

## Phase 1: Principal Construction Activities



Construct Parking for Visitors and Residents

Construct 35 Affordable (Below-Market) Retail Units

Excavate and Construct Underground Parking Garage

Construct Buildings 1 and 2 above Parking Garage

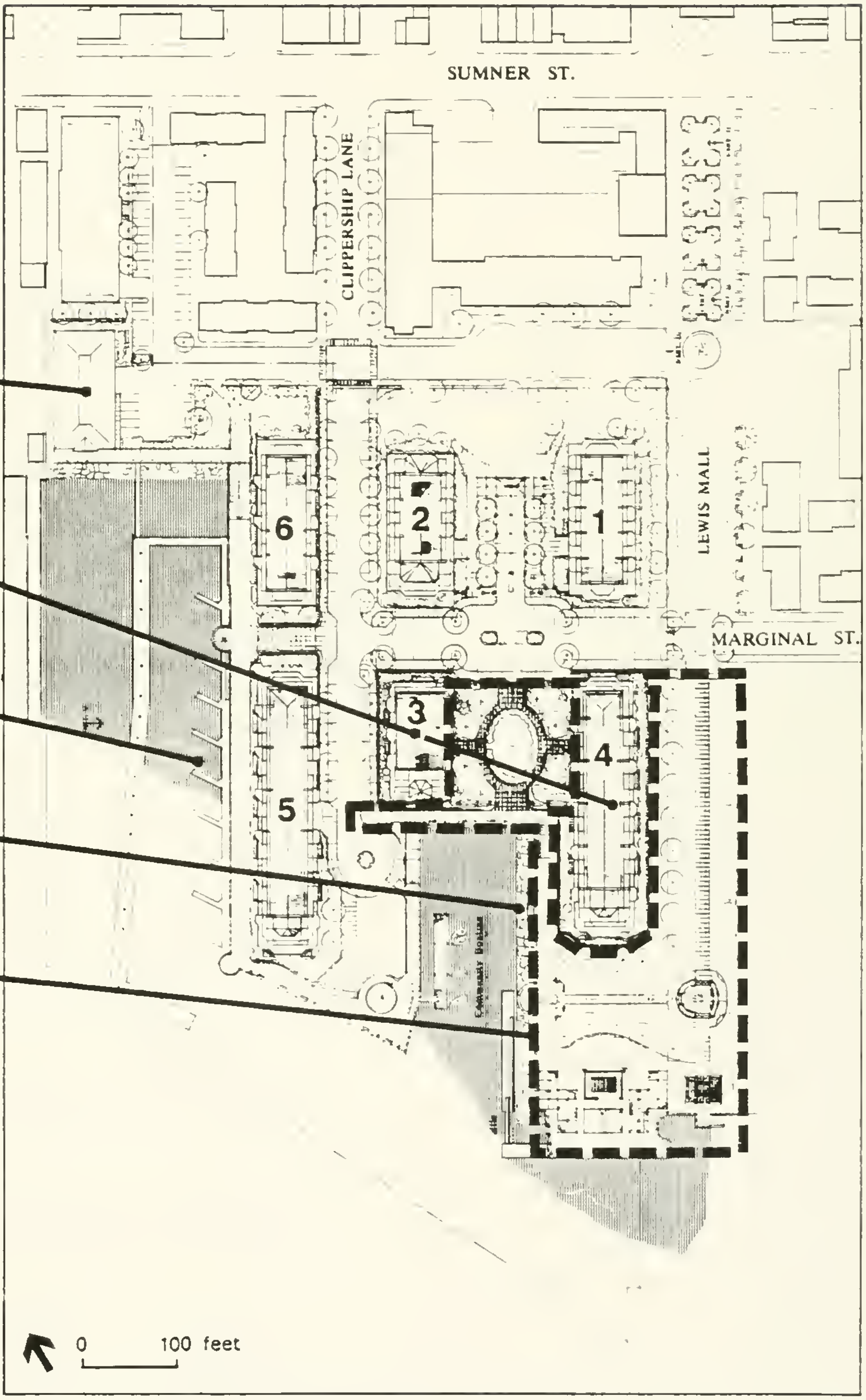
Construct Community Room in Building 2

Construct Central Turnaround, Trellis, Walkway, Entry, Pavilion and Lawn

Demolish Wood Decking and Pilings

Construct Water Shuttle Dock and Pavilion

EXHIBIT IV-G-2
Phase 2: Principal Construction Activities



Construct New Lobster Facility

Construct Buildings 3 and 4

Demolish Existing Wood Decking and Pilings. Construct New Dock.

Construct Seawall

Construct Public Open Spaces, Including Harborwalk, One Acre Area at Water's Edge, Oval Lawn Area, and Lewis Mall Extension

- Construction of Buildings Three and Four.

- Development of the oval lawn/garden area and surrounding walkway between Buildings Three and Four.

- Construction of the riprap seawall on the eastern side of the lagoon.

- Construction of the Harborwalk extending from the extension of Lewis Mall to the northwestern corner of the lagoon adjacent to Building Three.

- Construction of the Lewis Mall Extension.

- Construction of the new one-acre space at the water's edge with the seating facilities. performance space, water shuttle dock, and water shuttle pavilion which will be located there.

Phase III

Phase III of the construction process is scheduled to comprise an approximately 15-month period. During this phase, construction of the following elements of the site will occur (see Exhibit IV G-3).

- Construction of the community boating facility and ramp leading to it.

- Construction of the balance of the site's Harborwalk.

- Construction of the community boating and marina pavilions.

- Construction of the waterfront plaza adjacent to Building Five.

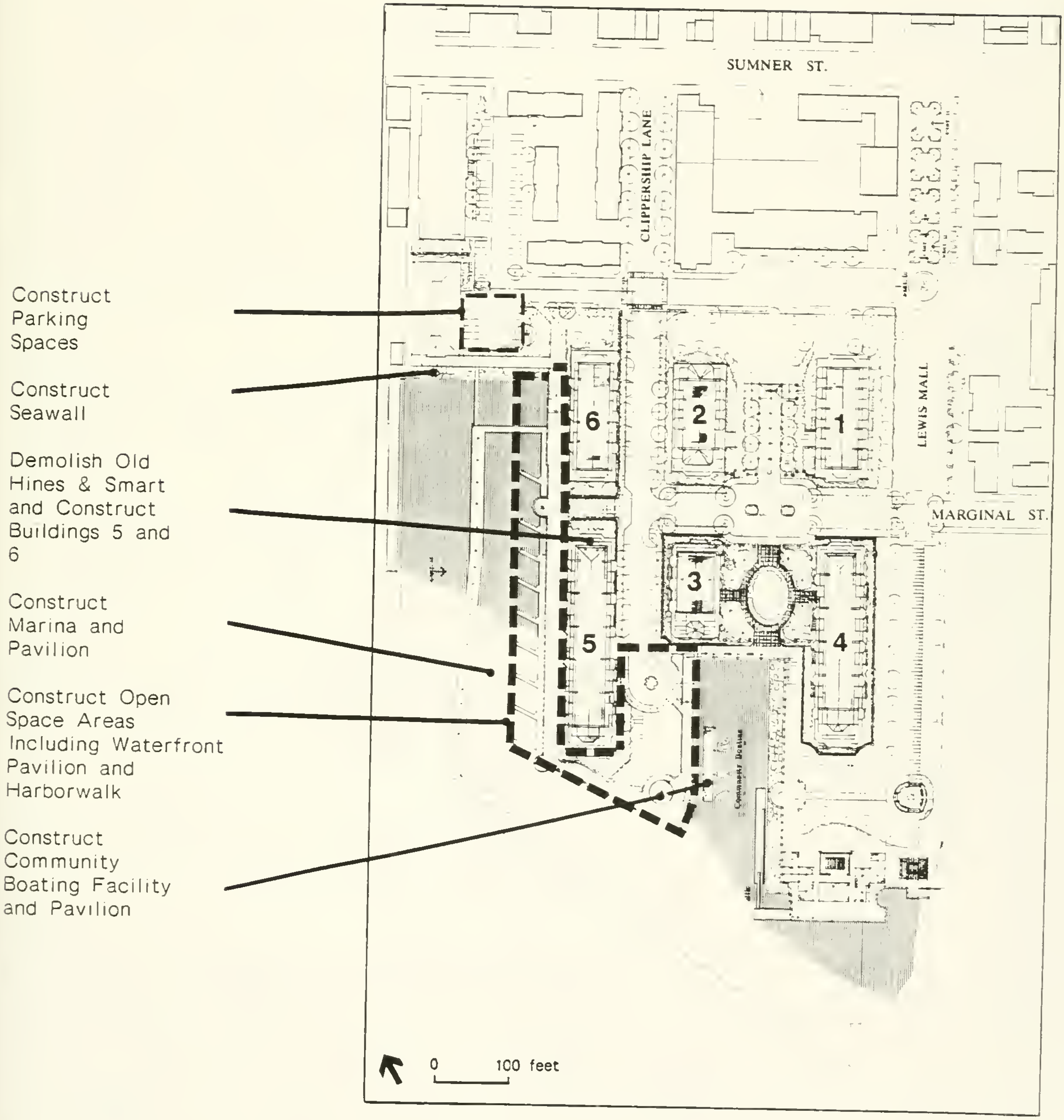
- Demolition of the Old Hines and Smart Building, only after the lobster company has fully relocated into its new building constructed during Phase II.

- Construction of Buildings Five and Six.

- Construction of the riprap seawall adjacent to Hines & Smart.

EXHIBIT IV-G-3

Phase 3: Principal Construction Activities


Construct Parking Spaces
Construct Seawall
Demolish Old Hines & Smart and Construct Buildings 5 and 6
Construct Marina and Pavilion
Construct Open Space Areas Including Waterfront Pavilion and Harborwalk
Construct Community Boating Facility and Pavilion
SUMNER ST.
CLIPPERSHIP LANE
LEWIS MALL
MARGINAL ST.
1
2
3
4
5
6
Community Boating
0
100 feet

- Construction of 10 parking spaces on Carlton Wharf adjacent to Hines & Smart for its use as well as that of marina users and other site visitors.

As previously described, the Clippership Wharf project is to be constructed in a series of three phases with the proposed parking garage to be constructed as part of the initial phase of work. The related portions of the associated waterfront work, including seawall repair/ reconstruction, demolition, pier construction and dredging (if required) will be completed as part of the appropriate construction phase. To mitigate potential impacts on water quality from the conventional and waterfront construction work, the following measures will be undertaken:

- All waterfront related construction work will be completed within the confines of a floatation boom/ siltation curtain which will be erected and maintained around the water front perimeter of the construction area.

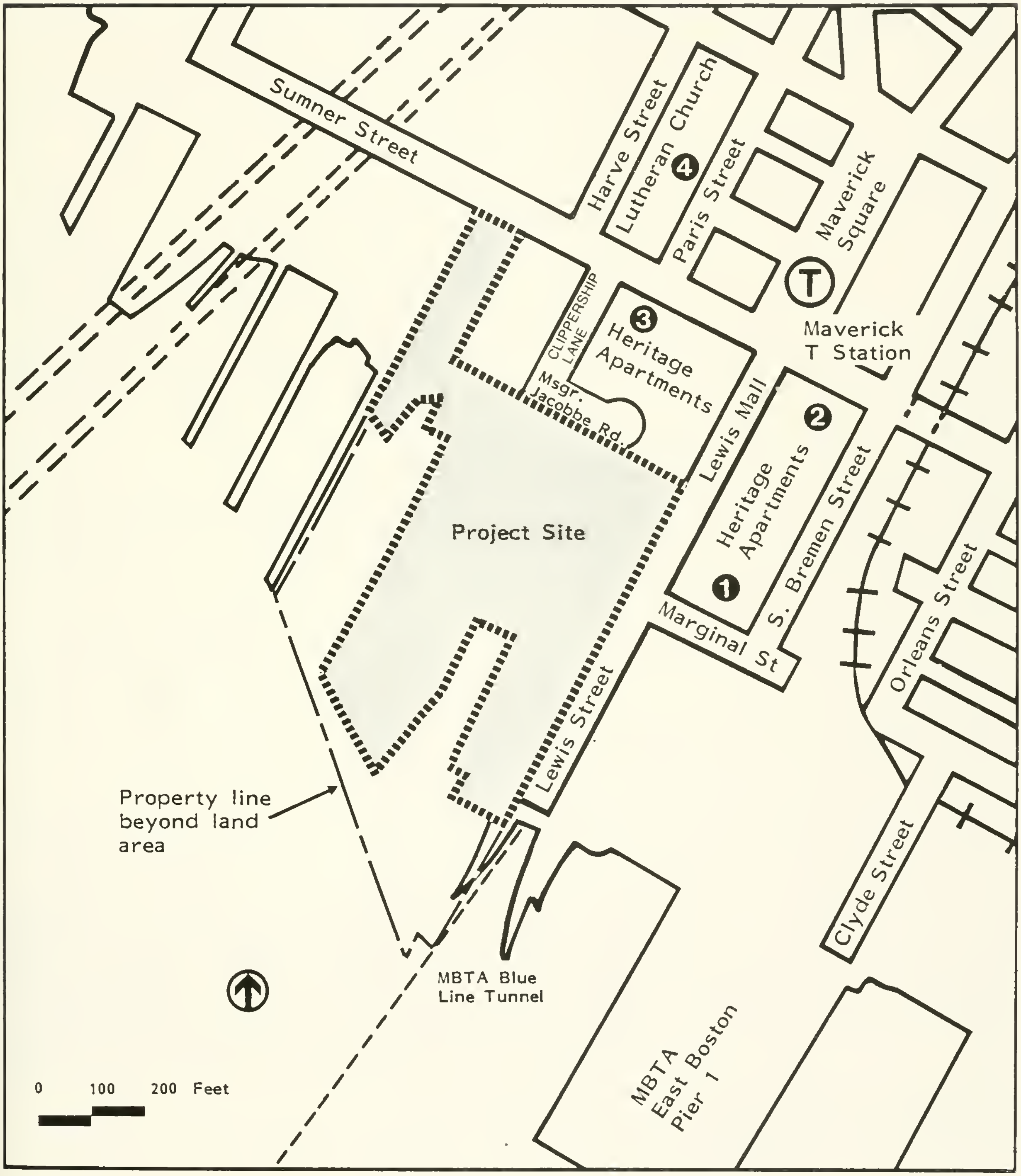
- Discharge of all groundwater associated with dewatering operations will be routed through a sediment settling basin prior to discharge into Boston Harbor behind the siltation curtain.

- Prior to site clearance and subsequent construction, as erosion/siltation curtain will be constructed and maintained at ground surface along the shoreline of the project area to prevent sediment contaminated surface water runoff from discharging directly into Boston Harbor.

- Use of calcium chloride for control of dust will be discouraged. Instead, the site and associated haul roads will be sprayed with water to provide dust control.

- Water quality will be monitored during waterfront construction operations, particularly turbidity levels near the Hines & Smart Lobster Company's seawater intake. Should turbidity become a problem, measures will be taken to restore the quality of seawater to its preconstruction levels. These measures may include the use of additional siltation curtains, a filtration device or the relocation of the seawater intake point for the facility.

EXHIBIT IV-G-4
Sensitive Receptors for Analysis of Construction Effects



## UNDERGROUND GARAGE

In its Certificate on the Clippership Wharf Draft EIR (see Chapter VI), MEPA requested additional construction-related information concerning the project's underground garage. This information is provided below.

### Structural Design

The underground parking garage will be of reinforced concrete design, with intermediate floor slabs composed of either precast or cast-in-place concrete. The lowest level floor slab will be a concrete slab on-grade, fully underdrained to prevent buildup of hydrostatic pressures. A floating foundation design will be utilized, with spread footing foundation elements designed to bear at low pressure on the upper stiff crust of the underlying Boston Blue Clay.

### Subsurface Conditions

Available subsurface exploration data indicate the following soil and rock sequence in order of increasing depth from ground surface:

| Strata | Approximate Thickness (feet) |
|---|---|
| Miscellaneous Fill | 5-20 |
| Organic Soils | 0-13 |
| Nearshore Marine Sand | 0-16 |
| Boston Blue Clay | 32-87 |
| Glacial Outwash Deposits | 0- 9 |
| Glacial Till | 4-36 |
| Bedrock | (100-119 feet below ground surface) |

Boston Blue Clay is not subject to swelling and therefore, uplift of the completed parking garage or adjacent structures is not expected to result. (Refer to Haley & Aldrich, Inc. report on "Preliminary Geotechnical Evaluations, Harbor Landing, East Boston, Massachusetts," prepared for Related Companies Northeast, Inc., dated 11 March 1986, for detailed descriptions of the various subsurface strata.)

Groundwater levels respond to tidal fluctuations and are expected to reflect tide levels on Boston Harbor typically varying from El 1.1 (Mean Low Water) to El 10.5 (Mean High Water). Elevations refer to Boston City Base.

The site grade in the vicinity of the entrance to the parking garage is to be constructed to a level above the 100-year flood level. Therefore, the parking garage would not be expected to flood during a 100-year storm.

## Excavation and Dewatering

Excavation of the garage will be completed with conventional equipment in-the-dry. Interlocking steel sheet piling will be driven along the east perimeter and along a portion of the west perimeter of the garage structure roughly adjacent to the existing Hines & Smart Building. The top of the sheeting will penetrate the relatively impermeable Boston Blue Clay soils to prevent seepage of groundwater into the subsequent excavation. Lateral support for the sheet pile wall during excavation will be provided by a series of steel wales and soil tiebacks designed so as not to interfere with the adjacent structures. The sheeting will be designed to resist loads resulting from horizontal earth pressure, adjacent structures, groundwater and anticipated construction equipment surcharge loading for the duration of construction.

Approximately 50 feet outside of the north, west and south perimeter walls of the garage excavation, a slurry (bentonite/soil/cement) trench cutoff wall will be constructed which will tie into the two lengths of interlocking steel sheet pile wall. The slurry trench cutoff wall will consist of an open trench excavated through bentonite clay slurry down into underlying impermeable Boston Blue Clay soils. Following trench excavation, Portland cement will be mixed into the bentonite/soil slurry in sufficient quantity to make the resulting slurry mix solidify somewhat. Although not intended to provide structural strength, the cutoff wall will provide a cast-in-place barrier to groundwater flow into the subsequent garage excavation.

Excavation along the west, northwest and south sides of the garage will be completed as an open cut within the confines of the completed slurry trench cutoff wall.

The remainder of the excavation will be carried directly up to the interlocking steel sheet pile walls installed along the east and southwest perimeters of the garage.

A minimal dewatering effort is anticipated to complete excavation in-the-dry as the sheet pile/slurry trench cutoff wall system will limit groundwater seepage into the open cut excavation. A series of open sumps are anticipated to handle minor seepage, rainfall and surface water runoff during excavation. Impacts which may result from discharge of pumped groundwater will be mitigated by diverting the pumped groundwater through a sedimentation settling basin before discharge behind siltation curtains into Boston Harbor.

Impact on groundwater quality is anticipated to be minimal due to the small amount of water anticipated to seep into the excavation through or below the sheet pile/slurry trench cutoff wall system.

### Excavate Disposal

Portions of the garage excavation may encounter buried granite block seawalls. These granite blocks will be salvaged for reuse in subsequent seawall repairs and construction. Portions of the remaining excavate comprised of primarily granular fill soils and marine sand will be stockpiled on-site for subsequent use as common backfill. Excess, unsuitable excavate comprised primarily of organic soils and clay will be disposed off-site at a DEQE approved landfill facility.

## PZAC INFORMATION

As previously noted, the Clippership Wharf project has been reviewed and endorsed by the East Boston Planning and Zoning Advisory Committee (PZAC). Within the Construction Management Plan section of its November 30, 1987 report, the Transportation Subcommittee of the East Boston PZAC posed a number of construction-related questions to the Proponent. Although the PZAC process is not officially part of the MEPA review process, this section of this Final EIR addresses as many of the PZAC questions as can be answered at this initial stage of construction planning. The following responses are organized according to the categories listed in the PZAC report (see Appendix A).

- Question #1: Provide in/out construction vehicle routes.

As requested by the PZAC, truck routes will be as follows.

A. Trucks approaching the site from the South via the Callahan Tunnel will exit the tunnel onto Porter Street, take a right turn onto Chelsea Street, continue on Chelsea Street to Maverick Square until reaching Sumner Street. Trucks will then take a right turn onto Sumner Street. then a left turn onto Clippership Lane and continue into the site.

B. Trucks approaching the site from the north via the Meridian Street (McArdle) bridge will turn right onto Comdor Street, then a left turn onto Border Street. They will continue on Border Street through Central Square until it ends at Maverick Street, then they will turn right onto Maverick Street, take a left turn onto New Street, a left turn onto Sumner Street, a right turn onto Clippership Lane and will continue into the site.

C. Trucks approaching the site from the northeast via McClellan Highway will come off the ramp, continue through the toll plaza onto Porter Street and take a left turn at the Bennington and Meridian Street intersection. They will then take another left turn onto Meridian Street going south, will take the first right after Central Square leading to Border Street, will take a left turn onto Border Street going south. and continue on Border Street to Maverick Street using the same route as traffic coming from the Meridian Street (McArdle) Bridge.

It should be noted that this truck route, which was specifically identified and requested by the East Boston PZAC, will have a somewhat different effect in terms of air/noise quality as compared to the route identified in the Draft EIR. The Draft EIR estimated noise impacts at four residential receptors from construction truck traffic (see Exhibit IV G-4). That analysis assumed a truck route down Breman and Marginal Streets to the site.

The new routes arrive on Summer Street from the east, west and north (through Maverick Square) and then proceed down Clippership Lane. The noise impacts will also shift with an increase of one to two dBA in the peak hour Leq noise level at Receptor Nos. 2, 3 and 4, and no impact at Receptor No. 1. These increases are small compared to existing noise levels but are expected to be perceptible to community residents. The noise impact will only occur during daytime hours (when existing levels are highest) and will cease when construction is finished.

- Question #2: Describe types and size of vehicles to be used.

  The types and sizes of construction vehicles to be used will vary by phase, and based on contractor availability. Typical construction vehicles are anticipated, which would include concrete trucks, dump trucks and trailer trucks. Dump trucks may include 10-wheelers at approximately 30-feet in length, or 16-wheelers at approximately 40 to 50 feet in length. Trailer trucks are likely to range in length from 40 to 60 feet, and will include both open and closed trailer containers.

- Question #3A: Describe average daily vehicular trips in/out of the site for excavation materials.

  It is projected that approximately 75,000 cubic yards of excavate will be removed from the site. This material will be carried by trailer trucks. most likely of the 16-wheeler type. Approximately 50 trips in (empty) and 50 trips out (full) will be needed.

- Question #3B: Describe average daily vehicular trips in/out of the site for construction materials.

  Because specific construction materials have not yet been selected, such a projection cannot yet be accurately made. Once subcontractors have been selected and the characteristics of construction materials are known, trip generation will be calculated, and this information will be forwarded to the PZAC.

- Question #3C: Describe average daily vehicular trips in/out of the site for construction equipment.

  Construction equipment will not make a significant number of trips in and out of the site. Once on-site movement, of such equipment will generally occur only within the site itself.

- Question #3D: Describe average daily vehicular trips in/out of the site for construction workers.

  Construction workers' average daily vehicular trips will vary depending on the number of workers required to perform the work of each specific construction phase. The greatest number of workers on site at any one time is estimated at 175. Given this worst case scenario, approximately 15 percent of construction workers are conservatively projected to take public transit to the site. This figure will depend on the number of local workers employed. It is estimated that the remaining 85 percent will travel to and from the site via private car, both individually and in carpools. Given these factors, it is estimated that approximately 125 trips in and out of the site (total 150) would occur as a worst case. Because construction workers start and leave work earlier that most other workers, these trips are not expected to occur during peak traffic periods.

- Question 4A and 4B: Describe storage areas for construction materials and equipment.

  All staging and storage of materials and equipment will occur on-site, within undeveloped portions of the property. Materials will be properly secured and supervised to avoid hazards to the public.

- Question 4C: Describe storage areas for workers' vehicles.

  All workers who drive to the project will be required to park on-site.

## MITIGATION

The construction process for Clippership Wharf will comprise a range of measures which will serve to minimize environmental effects. These measures include:

- Revision of marina design. No dredging required.
- No plan to use explosives during demolition.
- Reuse of excavate material on-site, to the degree feasible.
- Specification of truck route to minimize use of residential and commercial streets.
- On-site parking for construction workers.
- On-site staging and storage.
- Garage excavation to utilize slurry cut-off wall to minimize seepage and dewatering requirements.
- Filtration or detention/settlement of any water discharged into the Harbor during dewatering activity.
- Design of the subsurface parking garage, Hines & Smart facilities, Building 1, Building 2, and the affordable housing units on Carlton Wharf to eliminate need for pile driving.
- No use of jetting to emplace new underwater pilings.
- Use of silt curtain to contain suspended sediment, if required.
- Water quality monitoring.
- Relocation of Hines & Smart Lobster Company seawater intake, if necessary.
- Exposed soil to be watered during dry periods as needed to control fugitive dust.
- All trucks transporting materials to and from the site to be covered securely.
- Aggregate storage piles exposed to the wind to be located away from the sensitive receptors north of

the site and other pedestrian areas whenever possible.

- Noise measurements to be taken during excavation activities at nearby residential property lines to ensure that maximum noise levels from construction remain in compliance with City of Boston regulatory limits.
- All equipment to be inspected to ensure a noise muffler is in place and good working order.
- Safety fencing placed around the perimeter of the site to shield the community from the noise.
- Construction work to only occur during the daytime hours when existing noise levels are high and can help mask the noise from construction.
- Equipment selected, wherever possible, to ensure that the quietest alternative is used, e.g., electric instead of diesel-powered equipment, hydraulic instead of pneumatic impact tools.
- Equipment operation, wherever possible, to strive to keep noise level low, e.g., turning off idling equipment, staging noisy operations as far from residential areas as possible, mixing concrete off-site instead of on-site.
- Monitoring of the site with a seismograph to ensure that ground-transmitted vibrations remain within acceptable limits. In addition, a condition survey will be taken before and after pile hammering at the Heritage Apartment bordering the site.

# V

# Measures to Mitigate Adverse Effects

## INTRODUCTION

Provided here is a summary of mitigation measures which are proposed to minimize potential adverse effects of the Clippership Wharf development. This listing includes measures previously committed to in the Draft EIR, as well as measures which have been incorporated into the project plans since the Draft EIR was submitted. A more detailed description of these measures is included in the environmental issue sections in Chapter IV.

## TRANSPORTATION

- Establishment of land uses that minimize on-street parking needs.
- Commitment to work with the City Transportation Department to define improvements to specific areas of Maverick Square and commitment of financial resources if necessary.
- Provision of approximately 378 parking spaces below grade and 20 spaces at half a level below grade.
- Implementation of an on-site parking management plan, worked out with City officials and community representatives, to provide parking for project residents, visitors, Hines & Smart, the marina and community boating facilities.
- Provision of water shuttle to minimize automobile traffic.
- Provision of MBTA transit information regarding nearby facilities and services.

## VISUAL QUALITY

- Design, massing, and orientation of buildings to establish view corridors both across the water to downtown Boston, and across the site to the Bunker Hill monument in Charlestown.
- Design of buildings to step down both toward the community and toward the water's edge.
- Reduction of overall building program and massing, as compared to the Draft EIR proposal.

## PUBLIC ACCESS

- Creation of a continuous public walkway along the entire water's edge.
- Designation of more than two-thirds of the site as public access areas including Harborwalk, a waterfront plaza, a one-acre open space at the water's edge, landscaped gardens, lawn areas, public walkways, and a 2,000 square foot community room in Building Two for public use.
- Extension of the Lewis Mall to the water's edge.
- Use of a water shuttle and community boating facility to attract visitors from downtown Boston and from the community.
- Provision of public amenities and programming in open space areas.
- Continued design refinement in consultation with state and local agencies and groups including the Department of Environmental Quality Engineering, Massachusetts Office of Coastal Zone Management, Boston Redevelopment Authority, Harborpark Advisory Committee and East Boston PZAC.

## WATER-RELATED ACTIVITIES

- The provision of a variety of water-dependent activities, including a marina, community boating facility, commercial lobster facility and water shuttle.
- Provision of ancillary landside facilities such as pavilions including office space, storage, ticketing and waiting areas.
- Provision of a sewage pumpout facility for boats.
- Fueling and maintenance to occur off-site.
- No shuttle parking on-site.
- Commitment to provision of additional open space should Hines & Smart relocate in the future.
- Provision of a wave barrier for the marina.

- Establishment of a marina storm management plan.
- Design of water shuttle dock to accommodate a variety of different vessel types.
- Coordination of water shuttle planning with other existing and future operators.

## COASTAL FLOODING

- Regrading of the entire site to well-above the 100-year flood level.
- No habitable spaces below the elevation of the 100-year flood.

## WATER QUALITY

- Revision of marina plans. No dredging required.
- Continued coordination with the Army Corps of Engineers and the Massachusetts Department of Water Pollution Control.
- Use of silt curtains to reduce the transport of suspended sediments due to dewatering excavation, pile driving and removal, or seawall repair.
- Removal of existing underwater piles by clipping them at the mudline to minimize disturbance of sediments.
- No use of jetting method for driving underwater piles.
- Creation of sedimentation ponds if necessary during any site dewatering activity, to minimize release of suspended solids.
- Proper disposal of excavate at a coastal region landfill site.
- Construction of parking below grade, minimizing the volume of runoff because the parking area will be protected from precipitation.
- Drainage of any garage runoff through an oil/water separator.

- Provision of restrooms at the water shuttle pavilion.
- Provision of a pump-out facility at the marina.
- No fueling facilities on-site.
- Monitoring of water quality and turbidity, especially near Hines & Smart.

### WATER AND SEWER SERVICE

- Continued coordination with Boston Water and Sewer Commission and Massachusetts Water Resources Authority.
- Provision of grease traps in all sewer facilities.
- Provision of water conservation devices such as low flow toilets and flow restricting faucets and showerheads to reduce water demand and wastewater generation.

### CONSTRUCTION

- No plan to use explosive during demolition.
- Reuse of excavate material on-site, to the degree feasible.
- Specification of truck route to minimize use of residential and commercial streets.
- On-site parking for construction workers.
- On-site staging and storage.
- Garage excavation to utilize slurry cut-off wall to minimize seepage and dewatering requirements.
- Filtration or detention/settlement of any water discharged into the Harbor during dewatering activity.
- Design of the subsurface parking garage, Hines & Smart facilities, Building 1, Building 2, and the affordable housing units on Carlton Wharf to eliminate need for pile driving.

- No use of jetting to emplace new underwater pilings.

- Use of silt curtain to contain suspended sediment.

- Water quality monitoring.

- Relocation of Hines & Smart Lobster Company seawater intake, if necessary.

- Exposed soil to be watered during dry periods as needed to control fugitive dust.

- All trucks transporting materials to and from the site to be covered securely.

- Aggregate storage piles exposed to the wind to be located away from the sensitive receptors north of the site and other pedestrian areas whenever possible.

- Noise measurements to be taken during excavation activities at nearby residential property lines to ensure that maximum noise levels from construction remain in compliance with City of Boston regulatory limits.

- All equipment to be inspected to ensure a noise muffler is in place and good working order.

- Safety fencing placed around the perimeter of the site to shield the community from the noise.

- Construction work to only occur during the daytime hours when existing noise levels are high and can help mask the noise from construction.

- Equipment selected, wherever possible, to ensure that the quietest alternative is used, e.g., electric instead of diesel-powered equipment, hydraulic instead of pneumatic impact tools.

- Equipment operation, wherever possible, to strive to keep noise level low, e.g., turning off idling equipment, staging noisy operations as far from residential areas as possible, mixing concrete off-site instead of on-site.

- Monitoring of the site with a seismograph to ensure that ground-transmitted vibrations remain within acceptable limits. In addition, a condition survey will be taken before and after pile hammering at the Heritage Apartment bordering the site.

# VI Response to Draft EIR Comments

## INTRODUCTION

This Chapter includes comments received from the Executive Office of Environmental Affairs, various public agencies, community residents and other interested parties in regard to the Draft EIR for Clippership Wharf. For each comment letter, this Chapter presents the following:

- A copy of the original letter - This is included so as to provide the reader with information concerning the full range of issues raised. Principal comments are highlighted by sequential numbers in the right-hand column.
- A summary of the principal comments found in each letter - This is not intended to outline the complete content of each letter but rather to highlight principal comments and questions for which an answer in this Final EIR would be most appropriate or useful.
- A response to each summarized comment - Each response refers to a specific summarized comment. However, in reading the responses it is also helpful to reference the accompanying original letter in order to understand the full range of issues being addressed. Responses are numerically keyed to corresponding letters and comments. For example, the second comment in Letter #3 is keyed as 3.2. Similarly, the ninth comment in letter #8 is keyed as 8.9.

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The Commonwealth of Massachusetts
Executive Office of Environmental Affairs
100 Cambridge Street
Boston, Massachusetts 02202

MICHAEL S. DUKAKIS
GOVERNOR

JAMES S. HOYTE
SECRETARY

**LETTER 1**

# CERTIFICATE OF THE SECRETARY OF ENVIRONMENTAL AFFAIRS

# ON THE

# DRAFT ENVIRONMENTAL IMPACT REPORT

| | | |
|---|---|---|
| PROJECT NAME | : | Clippership Wharf/Harbor Landing |
| PROJECT LOCATION | : | Boston |
| EOEA NUMBER | : | 5866 |
| PROJECT PROPONENT | : | Harbor Landing Ltd. Partnership |
| DATE NOTICED IN MONITOR | : | October 9, 1986 |

The Secretary of Environmental Affairs herein issues a statement that the Draft Environmental Impact Report submitted on the above project adequately and properly complies with the Massachusetts Environmental Policy Act (G.L., c.30, s.62-62H) and with its implementing regulations (301 CMR 10.00).

## OVERVIEW

Measurable progress has been made since the ENF filing; the proponent has responded positively to a number of the public and agency concerns. Urban design changes, and decreases in the project size, massing and scale have contributed to significant, beneficial improvements in the development proposal. It should be noted that the following comments are in no way intended to reflect negatively on the thoughtful design revisions.

It must be recognized that the project at hand is predominantly non-water dependent and within Commonwealth tidelands. As such, the amended proposal deserves the utmost scrutiny in order to ensure that the public's interests in these tidelands are protected and preserved. Issues that have not been completely dealt with in the draft report have been questioned with some skepticism in this certificate. While this should not be construed as a censure of the document or the approach taken to deal with the issues raised by the scope; the basic underlying tidelands policy decisions to be made, necessitate that the EIR demonstrate unequivocally that the private, residential uses will not infringe upon the public's rights.

TRAFFIC

The assessment of existing traffic volumes is incompletely
presented. No actual count data were provided in Appendix B,
making it impossible to determine whether daily counts were made
over several consecutive days in 1986. It appears that 1984
Massport data were used instead. In either case, the raw counts **1.1**
should be provided to show daily count fluctuations. If 1984
data were used, some explanation of growth adjustments factored **1.2**
into those data should be included. The June 1986 and July 1986
turning movement count data should also be provided. Comparisons **1.3**
of these data with month by month traffic count data collected
by the MDPW or Massport should be made to determine whether the
June and July data are at least representative of the average
peak hour traffic in the area. If not, seasonal adjustments
should be made to the background count data. Preferable, the **1.4**
peak hour turning movement counts would include the Friday PM
peak, which would ensure a conservative, worst case traffic
analysis.

Several points need clarification with respect to the trip
generation rates applied in this study. First, the applicable **1.5**
ITE manual trip generation code and the peak hour rates used
should have been specified in the text of the traffic analysis.
Verification of rate calculations is not possible based on vague
statements to the effect that "residential trip data was used". **1.6**
"Other local data" is alluded to on page IV A-11, and again, not
specified. Both ITE and local data should be presented for
comparative purposes.

The study supported its public transit ridership assumptions with data from two apartment/condominium buildings near Harvard Square. Of concern is that these two residential buildings may not be comparable to Clippership Wharf, and, therefore, the expected Blue Line transit use may be overestimated or underestimated. The FEIR should consider this

issue in greater detail. Are building complexes equivalent in
terms of size, resident populations, and demographics? 1.7
Intuitively it would be surmised that tenants in the Harvard
Square area would be more community- or university- oriented than
in East Boston, which would generate a higher rate of
transit/pedestrian transportation. Since East Boston census data
actually show overall transit use to be 13% lower than the 50%
rate used in this study, it is possible that the transit rates 1.8
overestimate expected public transit use from Clippership Wharf,
and therefore underestimate vehicular use.

1.9
Project generated trips may be further underestimated by as
much as 5%. According to the DEIR in the section called Project
Description, Residential Uses (pII-8), the actual number of units
proposed for Clippership Wharf could increase by 5 percent.
Based on this information, statements alleging an over 12 percent
reduction in trip generation rates may be misleading.

As has been mentioned in the Massport comment, project 1.10
specific traffic growth should have included the proposed Lobster
Pier and Park. These developments were known at the time of
scoping and had undergone MEPA review as of September 8, 1986
(EOEA #5671).

The Maverick Square area and associated traffic congestion
was of major concern to residents in the East Boston community at
the time of scoping. The draft EIR, specifically the level of
service analysis, substantiates the community concerns. This
project will impact the intersection of Meridian/Maverick/Chelsea
Streets. The level of service will deteriorate during peak hours
from D to E and reserve capacities will decrease from -53 to -106 1.11
in the AM peak and from -27 to -87 in the PM peak.

This impact requires that remedial design and operation
measures be incorporated into the EIR for implementation in
conjunction with the Clippership Wharf development. However, the
draft EIR did not recommend mitigation. In lieu of a mitigation 1.12
program, the draft EIR undertook a secondary traffic analysis
called a Traffic Volume Comparison to show that the Level of
Service analysis overstated the Clippership Wharf traffic
effects.

It is the opinion of this office that this approach is unacceptable. Since standard traffic methodology has shown project related traffic impacts, mitigation measures should be recommended in the Final EIR. There should also be a clear presentation of the traffic mitigation provided by the lesser scale alternative. The effectiveness and feasibility of each mitigation measure should be estimated with the aim of maintaining positive reserve capacity at intersections. The report should be clear regarding the proponent's commitment to the operating and design measures identified and implementation of said measures should be phased in with the project construction schedule.

The level of service (LOS) analysis for the intersection at Sumner/Orleans Streets appears to be in error. Tables A-5 and A-6 show an AM, LOS F. However, the available reserve capacities (ARC) are expected for a LOS A; they range from 481 to 526. During the PM peak, the ARC's range from -363 to -393, which would be expected for an LOS F, but the table shows LOS B. These discrepancies should be fully accounted for in the final report. **1.13**

**1.14** In the Traffic Volume Comparison assessment it was assumed that the peak hour traffic is equally distributed during the peak hour. This assumption is questioned and should be verified in the FEIR with a peak hour factor analysis.

PARKING DEMANDS

The DEIR has pointed to the proposed parking plan as a major solution to the parking demand requirements, both public and private, relating to the Clippership Wharf development. Yet, two issues are outstanding which could add to off site parking demand on East Boston Streets. **1.15**

The Boston Traffic and Parking Commission comment has shown that the proposed rate of 1.3 spaces per dwelling unit is lower than the 1.4 spaces/unit required.

Second, no additional parking spaces will be provided for the water shuttle. If this service gains public acceptability, it could mean an increased demand for parking on East Boston Streets. **1.16**

PUBLIC TRANSIT

The public transit discussion in the DEIR over-simplifies the issue. The final report should provide a more in-depth understanding of the Blue Line's ability to handle the additional ridership from this project and other projects north and west of East Boston that will come on line by 1990. The report should **1.17** assess existing available peak hour capacity. Future growth in the transit corridor should be factored into the 1990, no build condition, including the specific high rise development projects that have been proposed in Revere and Lynn. If there are capacity shortfalls under existing, future build, and future no build conditions , the report should explain what potential effect this will have on public transit ridership from Clippership Wharf. How are commuting patterns likely to change?

VISUAL QUALITY ANALYSIS

The visual quality analysis, using computer generated views from key areas around the site, is well done and is a marked improvement over earlier efforts. The sketches provide clear, two-dimensional images of the urban design effects of the project on the area.

While building heights have not been given in the text of the EIR, the visuals give a sense that the roof profiles are in character with the area. It appears from the sketches that building heights have been stepped back not only from the water's edge, as explained in the report, but also from the interior and landside edges of the property.

The FEIR should be clearer with respect to building heights and set backs, particularly since agencies within the City of Boston are recommending that this project comply with the proposed interim Planning Overlay District (IPOD) zoning changes which include building height restrictions on the waterfront. **1.18**

The visual and traffic analyses show that the Lewis Street Mall will be heavily impacted by the Clippership Wharf development. This impact is likely to be significant given that the Boston Redevelopment Authority (BRA) comment recognizes the importance of this partially developed pedestrian mall to the overall commitment by the city to upgrade public access and open space. Accordingly, the FEIR should consider more sensitive design options that will help to retain the existing corridor vistas of Boston Harbor and downtown skyline while reducing the traffic flow on and off site via Marginal Street. Options for consideration might be a single site access from Clippership Lane, or limited/restricted access. **1.19**

The BRA has recommended that the project proponent make a commitment to help extend the pedestrian mall to the waterfront. This public area should also be linked to the public areas on the

Clippership Wharf site, as a means of encouraging public access and use. A creative approach to edge treatment in this area 1.20
should help to support that goal.

OPEN SPACE/PUBLIC ACCESS

While 76% of the site has been designated as open space, 70% of the site will actually be accessible to the public. These percentages, however, have not been discussed in terms of actual square footages or by areas on site. It is not known, for 1.21
example, whether the tennis courts or the marina are publicly accessible, nor where the publicly excluded elevated garden areas are relative to the perimeters of the residential buildings.

Areas designated as open space also appear to be serving dual functions. The open space areas around buildings B and C are designed to handle on and off site traffic circulation to the parking garage. The potential conflicts between traffic and 1.22
pedestrians suggest that the quality of these open space areas could be seriously degraded. Therefore the FEIR should evaluate this issue in greater detail, giving consideration to a single site access.

The DEIR noted that the plaza between buildings B and C would be shaded, as would the area between building C and the 1.23
marina. Is this shadowing from the buildings themselves? What limitations will this have on public use of the area?

It has been noted that the amount of decking is being reduced from the existing 1 acre to 0.2 acre. In the event the 1.24
functional capacity of the open areas will not comfortable accommodate both residents and the public, the FEIR should reconsider this deck reductions.

It would be helpful to have more detailed open space visuals 1.25
in the FEIR. Not only is Figure IV C-3 too small to provide much detail, but the buildings referenced in the discussion have not been labeled.

Although not definitive, the draft EIR has begun to deal with the public access on site. Parameters have been set which will tend to limit not only the types of activities on site, but also the number of users. For example, 35 public parking spaces will be provided and 15 foot harborwalk pathways will be maintained. The FEIR should consider what these parameters mean 1.26
in terms of optimal site use. The background population at

Clippership Wharf should be taken into account. Will there be adequate facilities to attract outside users, or will conflicts between residents' needs and public's needs tend to erode the "destination value" of the project?

The FEIR should further determine the maximum use of the public areas in the event of large public gatherings such as fireworks displays and the Tall Ships. **1.27**

More complete plans for the museum ship and the water shuttle service should be presented in the FEIR. These two elements make up a significant portion of the water related aspects of the project and accordingly will affect how this project is to be evaluated in terms of Chapter 91 licensing issues and CZM consistency. The FEIR should consider capacity, operation and maintenance of these facilities. How will the public be attracted to use the water shuttle in the absence of available parking? **1.28**

A general criticism has been that the indoor public space proposed in building D is poorly defined. While it is encouraging that the proponent has recognized the need for year round public access, more specific uses should be matched to the actual space. Otherwise, this area is not likely to be well utilized by the public. **1.29**

TIDELAND/PUBLIC PURPOSE

The summary (page 1-6) appears to contradict the tidelands analysis in Section IV E. According to the summary,

> "The entire Clippership Wharf site is comprised of Commonwealth tidelands as defined in Massachusetts General Laws, Chapter 91..."

However, the tidelands delineation is not as clear in section E,

> "Pursuant to this definition, the entire Clippership Wharf site is tidelands within the meaning of Chapter 91. The Clippership Wharf site includes substantial areas of Commonwealth tidelands as so defined."

This issue should be clarified in the FEIR. Areas determined to be Commonwealth tidelands and areas determined to be private tidelands should be well marked on the plans presented. Exhibit IV E-1 does not make any distinction regarding tidelands. **1.30**

Amendments made to the Waterways, Chapter 91 License requirements provide that,

> "...the department shall act to preserve and protect the rights in tidelands of the inhabitants of the Commonwealth by ensuring that the tidelands are utilized only for water dependent uses or otherwise serve a proper public purpose."

The proposed site in East Boston has historically been the location of maritime activity, including ship building, freight transport, and ferry service. This proposal marks a significant turning point - if the project is approved, the site will change from entirely water dependent use to non-water dependent use. It is this potential very significant change that sets this project apart from two other projects that were cited in the DEIR as comparable examples for application of the "proper public purpose" test.

In Section, III Development Alternatives, Evolution of Clippership Wharf Proposal, it is noted in passing that,

> "[t]he Proponent had explored the feasibility of a range of commercial uses for the site, contacting companies in pertinent fields such as shipping and containerized cargo. No interest in the site could be generated, due largely to limitations for truck access and lack of rail facilities."

Because this change has significant policy implications with respect to Chapter 91 licensing, the FEIR must expand on the feasibility analysis that was undertaken. What extant factors preclude this site from being "utilized only for water dependent uses"? What projections about future conditions can be made to **1.31** predict the potential demand for water dependent uses by the year 2000? The potential for water dependent use should have been fully explored before the DEIR resorted to a discussion of the project's proper public purpose. 1.32

The Fall River project and public purpose test which was used as example, may not be particularly applicable for other reasons, as well. That project locus, along the banks of the Taunton River, is hardly comparable to the Clippership Wharf site in the port of Boston Harbor. Further, the economic argument sustaining the public purpose test in Fall River isn't a credible argument today in Boston, given the low unemployment rates and the unprecedented development city wide. 1.33

Given that these examples of what constitutes a proper public purpose may not be applicable to the Clippership Wharf proposal, it would appear that, in the absence of an entirely water dependent proposal, the challenge remains for the FEIR to demonstrate how the proposed project and site, in the present economic climate, meets the proper public purpose test. One aspect of this analysis should be the potential to provide housing within the development for a wide range of the citizens of the Commonwealth. 1.34

Finally, the FEIR must analyze in detail how this project is consistent with the Coastal Zone Management (CZM) policies. The absence of detail in the draft report was a major disappointment especially since the CZM comment on the ENF was so thorough in it's presentation of the key policy issues. 1.35

DREDGE

Plans showing the area to be dredged, existing and proposed dredge depths, and side slope depths should be presented in the FEIR. The Exhibit IV G-6 in the draft EIR has not provided sufficient information. 1.36

The disposal alternative to redeposit the dredged material within the marina basin is not an acceptable practice and should be deleted from the FEIR. Until the bioassay/bioaccumulation data and results are analyzed, it is not possible to determine whether the dredged materials can be disposed at the Foul Area. Moreover, this material is classified as Category III, Type C, which is the most grossly contaminated category recognized in the Massachusetts Dredge Material Classification System. As such, it is questionable whether the material is acceptable for disposal 1.37 1.38

in the Foul Area. Therefore, it is recommended that alternative 1.39
disposal sites be considered. On site disposal, behind the
reconstructed seawalls, is one option that should be considered.

It has also been noted that the discussion of mounding of
dredged materials at the Foul Area has not been observed or
recorded by bathymetry. To the contrary, it is generally 1.40
believed that material deposited at the Foul Area is widely
dispersed.

The report only identifies bioassay/bioaccumulation tests from Boston Harbor projects that did not show significant mortality or chemical uptake in test organisms. This observation is by no means universal. Bioaccumulation testing at four private yacht clubs in Boston Harbor have shown significantly elevated body burdens, contaminated with mercury and PCB's. These dredge projects have been on hold for two years, pending identification of acceptable disposal sites.

The FEIR should provide more detail with respect to the 1.41
actual placement and effectiveness of silt curtains to alleviate
the turbidity effects and chemical resuspension, especially as
they may impact the sea water intake at the Hines and Smart
Lobster facility. The FEIR should also explain how the
seawall/pier construction and parking garage excavate dewatering
can be scheduled in conjunction with the dredging in order to 1.42
abbreviate the construction period when water quality impacts
will be experienced.

What portion of the four year build-out period will be
allocated to repair and replacement of rotted wharves,and piles 1.43
and to dredging?

UNDERGROUND PARKING GARAGE

The underground parking garage poses structural design,
water quality, and coastal flooding questions that should be 1.44
explored more fully in the Final EIR. Subsurface conditions,
excavation techniques, dewatering alternatives, construction
methods, and disposal options should be thoroughly evaluated to
ensure that impacts to the neighboring structures and impacts to
water quality are minimized. For example, according to the DEIR,
Boston blue clay underlies the sand and silt material to be
excavated with thicknesses approaching 55 feet. It is possible
that swelling clay could cause an uplift problem not only in the 1.45
area of the underground garage but near adjacent structures.

MARINA

The wave and wake effects were only cursorily treated in the Draft EIR. The 0.8 mile fetch used in the analysis was not correlated with any particular wind direction. Therefore, it was not possible to determine whether this was an average or maximum fetch distance. The FEIR should present a realistic representation of the seasonal range of wind and wake effects. **1.46**

The diffraction patterns and wave reflection within the marina basin should also be analyzed to determine the potential for energy build up within the marina basins. Based on this evaluation, it should be possible to show how the marina and tee head will be designed to provide maximum wave attentuation. Will 60% wave attentuation be achievable with the design proposed. **1.47**

Even with mitigation, special handling of the boats will be required during heavy storms and hurricanes. The FEIR should be more specific than the draft with respect to boat handling during storm conditions. Will a travelers lift be available to pull boats in an emergency? What is the availability of "safe harbor" space and what distance is this area from the site? **1.48**

The marina design and siting reinforce the exclusivity of the facility. Also, the small number of available trans ent slips does nothing to promote active public use. Therefore, it is recommended that the FEIR explore opportunities to open the marina area to a broader sector of the public. **1.49**

The potential hazards to navigation on abutting parcels has not been discussed in detail, probably because neither Massport's piers nor the Hodge Boiler Works piers are presently in active use. Nonetheless, the report should consider whether potential impacts and conflicts would arise as a result of active maritime use of abutting parcels. **1.50**

December 1, 1986
Date

James S. Hoyte, Secretary

# Proponent's Request for Clarification of Letter #1

Skidmore, Owings & Merrill

334 Boylston Street
Boston Massachusetts 02116
617 247 1070

March 2, 1987

Mr. Steven Davis
Assistant Secretary of MEPA
Executive Office of Environmental Affairs
100 Cambridge Street
Boston, MA 02202

Re: Clippership Wharf (EOEA #5866)

Dear Mr. Davis:

We appreciated the opportunity to meet with you on Wednesday to clarify several issues regarding the Secretary's Certificate on the Clippership Wharf Draft EIR. This letter is to confirm our understanding of these issues, based on our consultation with you.

1. In our discussion on Wednesday, we expressed concern regarding a statement made on page 3, paragraph 1 of the Secretary's Certificate saying that East Boston census data shows that the DEIR projection of 50 percent automobile usage by Clippership Wharf residents may represent an underestimation of vehicular activity. In fact, East Boston census data (page IV A-13 of the DEIR) indicates that only 44 percent of area trips are by automobile, with 56 percent of area trips occurring by non-automobile modes. This shows that the 50 percent automobile usage figure in the Clippership Wharf analysis may represent an overestimation of vehicular activity. The Boston Redevelopment Authority letter to EOEA supports this position, stating "a lesser dependence on the auto should be achievable". **(See 1.8)**

   Based on our conversation with you, our understanding is that the 50% auto usage figure is acceptable for the Final EIR analysis, but that accommodation of transit riders on the MBTA Blue Line should be described, using data provided in the Fan Pier EIR.

2. On page 6, paragraph 4, the Secretary's Certificate raises questions regarding the project's shadow effects. These questions arise from Draft EIR statements that specific open space areas on-site would be "shaded." Although not clearly stated in the Draft EIR, the shading described is the intentional result of landscaping, and is intended as a public amenity. The Scoping Certificate for the Draft EIR did not request an analysis of the project's shadow effects, and no such analysis has been conducted. **(See 1.23)**

   It is now our understanding that no request for shadow analysis was intended, but that shade from landscaping in the specific areas referenced should be described in the Final EIR.

3. On page 8, paragraph 3, the statement is made that the project site "has historically been the location of maritime activity, including shipbuilding, freight transport, and ferry service." We believe that this characterization of the project site would place our discussion of proper public purpose within a misleading historical and land use context. It appears that this characterization may be the result of a misinterpretation of information presented in the Draft EIR (page IV D-2).

   As we discussed with you, our information indicates that although ship building and ferry service appear to have occurred during the 19th and early 20th centuries within the general vicinity of the site, there is no indication that such uses were ever present on the property itself. Historically, use of the property for freight transport has generally been limited to merchandise stored, repaired, or manufactured on-site, and has relied heavily on rail transport and easy truck access, neither of which are available today. A variety of other factors, such as shallow channel depth, difficult physical site conditions, and adjacent residential land uses now make it impractical to utilize the site exclusively for maritime activities. Thus, past water-dependent use of the site has not been as extensive as described in the Secretary's Certificate, and many conditions which allowed for even that limited use have long since disappeared.

   Based on your comments, it is our understanding that these historical conditions should be clarified in the Final EIR, and that in discussing Chapter 91 issues, the site's current ability to support water-dependent uses is more important than the site's land use history. **(See 1.31)**

4. On page 9, paragraph 1, the Certificate requests a prediction of potential demand for water-dependent uses on-site by the year 2000. However, it is our understanding that the horizon year for this EIR analysis is 1990, the approximate date of project completion. This is indicated in transportation-related comments in the Secretary's Certificate on the project's Environmental Notification Form. In regard to projecting future demand for water-dependent uses, we believe that the horizon year of 1990 is more appropriate than the year 2000, due to the difficulty in accurately predicting economic and land use conditions over a 13-year period. Such a long-term prediction would be especially difficult given that a number of plans and policies which could determine the area's future are currently in a state of discussion and consideration by various public agencies. These plans and policies, the status of which will be documented in the Final EIR, include harborwide transportation plans, Massport planning for Piers 1-5, and the City of Boston Harborpark IPOD. **(See 1.32)**

Based on our discussion with you, it is now our understanding that 1990 is an acceptable horizon year for the assessment of demand for water-dependent uses on-site, but that if longer-range development plans or goals pertaining to the project area can be identified, such goals should also be described in the Final EIR.

5. On page 9, paragraph 2, the Certificate seems to conclude that the citation of legistlative findings made in Chapter 664 of the Acts of 1983, concerning a project in Fall River, in the evaluation of the Clippership Wharf project in East Boston, is inappropriate, concluding, that there is no comparability between the significance of the Fall River project to the economic revival of its city and the signifcance of Clippership Wharf to East Boston. We believe that the comparison is quite apt based upon the economic conditions and demographics of the East Boston neighborhood. As we agreed in Wednesday's meeting, we will utilize the Final EIR to continue to discuss proper public purpose, and will expand upon the comparability to Clippership Wharf of the precedents we have cited. **(See 1.33)**

6. On page 9, paragraph 4, the Certificate states that an absence of detail in the Draft EIR regarding consistency with CZM policies was "a major disappointment". We recognize the importance of fully addressing CZM issues, and will do our best to furnish further detail in the Final EIR. However, we are concerned that the Secretary's language overstates CZM's position in regard to this project. In fact, the CZM director's letter to MEPA (11/10/86) commenting on the Clippership Wharf Draft EIR stated that the agency was "gratified by the progess" of the project and the assessment of its impacts, and that the agency's comments were of a "miscellaneous nature."

   It is now our understanding that MEPA was stating its own, rather than CZM's position regarding this project. We also understand that although MEPA seeks greater detail regarding consistency with CZM policies, the pertinent discussion in the Final EIR can be limited to those policies originally identified by CZM in its comments on the project's ENF. **(See 1.35)**

7. On page 9, paragraph 6, the alternative of redepositing dredged material within the marina basin is described as an unacceptable practice. Our discussion with you indicated that it is appropriate and acceptable for the Proponent and its consultants to coordinate with DEQE and the Army Corps to establish the range of acceptable dredge disposal options, and that additional testing of sediment on-site may provide information useful in making such a determination. **(See 1.37)**

8. Finally, in our discussion with you, we identified several phrases used in the Certificate which we feel appear to request a demonstration of unequivocal and unconditional compliance with certain public policies. Because we feel that the requirements of such policies are, by definition, qualified by an allowance for varying site-specific circumstances, we requested the following wording change:

   o Page 2, Paragraph 1 — remove "unequivocally"

   Your response to this request was that it addresses a minor concern, that the wording of the certificate might be improved by such a change, but that the certificate need not re-issued on that basis.

Again, we appreciate your willingness to meet with us, and we look forward to preparing a Final EIR which is fully responsive to the Secretary's comments.

Very truly yours,

SKIDMORE, OWINGS & MERRILL

Robert M. Kaye

Robert M. Kaye
Associate

CONCURRED:

______________________________ ____________________
Steven Davis Date
Assistant Secretary of MEPA

cc: Edward A. Saxe, RCNE
Charles Eisenberg, RCNE
Myrna Putziger, McCormack & Putziger

# EOEA Clarification of Letter #1

*The Commonwealth of Massachusetts*
*Executive Office of Environmental Affairs*
*100 Cambridge Street*
*Boston, Massachusetts 02202*

MICHAEL S. DUKAKIS
GOVERNOR

JAMES S. HOYTE
SECRETARY

April 7, 1987

Mr. Robert M. Kaye
Skidmore, Owings & Merrill
334 Boylston Street
Boston, MA 02116

RE: Clippership Wharf (EOEA #5866)

Dear Mr. Kaye:

The first point you raised in the March 2, 1984 letter needs further clarification.

Prior to acceptance of the 50 percent automobile use assumption, there should be a more complete explanation of the derivation of that figure. Support documentation should also be presented in the Final EIR. **(See 1.8)**

Otherwise, the letter appears to be an accurate summary of our meeting to review the Secretary's Certificate.

Sincerely,

Steven C. Davis

Steven C. Davis
Assistant Secretary
Environmental Impact Review

SCD/NB/bk

## LETTER #1
## CERTIFICATE OF THE SECRETARY OF ENVIRONMENTAL AFFAIRS ON THE DRAFT EIR

| | | |
|---|---|---|
| (1.1) | TOPIC: | TRANSPORTATION |
| | COMMENT: | Provide raw traffic counts. |
| | RESPONSE: | The 1986 existing turning movement traffic count sheets at some 26 intersections were inadvertently omitted from the Draft EIR; they are included in Appendix C of this Final EIR. |
| (1.2) | TOPIC: | TRANSPORTATION |
| | COMMENT: | If 1984 counts were used, explain growth adjustments. |
| | RESPONSE: | The 1984 Massport count data was used only for purposes of displaying ADT data and was not used in any intersection analyses. The 1986 peak period intersection counts were used for analysis. A review of Boston Transportation Department prior count data was made, and there were not sufficient historical data to determine trends. There were only a few intersections at which comparisons could be made and these included both positive and negative growth rates. A few positive growth rates were very small, in the order of one percent per year. |
| (1.3) | TOPIC: | TRANSPORTATION |
| | COMMENT: | Provide June and July, 1986 turning movement counts; compare with monthly MDPW and Massport data to establish if representative; if not, make seasonal adjustments. |
| | RESPONSE: | The June-July, 1986 intersection count data were inadvertently omitted and are now provided in Appendix C. There were no specific MDPW or Massport data to make direct comparisons. There were some City data, but (as noted in 1.2) not sufficient to make seasonal adjustments. |

(1.4) TOPIC: TRANSPORTATION

COMMENT: Include Friday PM peak turning movement counts.

RESPONSE: There were no prior Friday PM peak turning movement counts for the area under study. It is believed that Friday PM peak period data are not appropriate because the project is a residential development which does not have the same particular relevance to Friday PM peak hour traffic as might a shopping center, for example.

(1.5) TOPIC: TRANSPORTATION

COMMENT: Specify ITE manual trip generation code and peak hour rates.

RESPONSE: The trip generation portion of the Transportation Chapter (Chapter IV-A) provides a detailed explanation of the method by which trip generation rates were derived. A direct comparison of trip generation rates is made with the ITE rates which are lower than the rates used in this Final EIR.

(1.6) TOPIC: TRANSPORTATION

COMMENT: Provide "local data" referred to in Draft (pg. IV A-11).

RESPONSE: The local trip generation data referred to in the Draft EIR are a compilation of trip generation data made by several local area consultants. The peak hour trip generations compiled from this data are shown in the text (see Chapter IV-A, Transportation) and are higher than the ITE data and, therefore, are more conservative in practice.

(1.7) TOPIC: TRANSPORTATION

COMMENT: Consider equivalency of Cambridge comparables for transit rate; consider size, resident populations, and demographics of the comparables for transit generation.

RESPONSE: The Cambridge data cited in the Draft EIR were not used as comparables in the calculations of mode split for this project. The issue of mode split calculation is discussed in Comment 1.8.

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(1.8) TOPIC: TRANSPORTATION

COMMENT: East Boston census data indicates that transit rate applied in Draft EIR may overestimate transit use.

RESPONSE: A detailed presentation is made in Chapter IVA of the U.S. Census mode to work data which displays percentages of trip usage by auto, transit and other modes for Census tracts within the study area, for East Boston and for the City as a whole. It is noted that the automobile mode percentage is less than 50 percent in all three cases. These Census data were used to estimate mode split percentages for the Clippership Wharf project.

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(1.9) TOPIC: TRANSPORTATION

COMMENT: Trip generation may be underestimated given the possibility that unit counts may increase 5%.

RESPONSE: The trip estimates in the Final EIR are based upon the final number of dwelling units agreed upon by the Proponent and the City and neighborhood, which represents a substantial reduction as compared to the Draft EIR program.

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(1.10) TOPIC: TRANSPORTATION

COMMENT: Address traffic growth associated with proposed Lobster Pier and Park.

RESPONSE: The Lobster Pier and Park proposal has been included in the other development traffic growth (with the Boston Shipyard) for this Final EIR analysis.

(1.11) TOPIC: TRANSPORTATION

COMMENT: LOS deterioration from D to E and ARC decrease at Meridian/Maverick/Chelsea intersection warrants evaluation and recommendation of mitigation measures.

RESPONSE: The project Proponent has agreed with the Boston Transportation Department to develop a detailed examination of this intersection and to provide the resources for traffic signalization of this intersection if that is determined to be the proper solution.

(1.12) TOPIC: TRANSPORTATION

COMMENT: Traffic Volume Comparison approach is used in lieu of mitigation, and is unacceptable. Clarify Proponent's commitment to mitigation, and phase measures in with project schedule.

RESPONSE: The method of comparing the total volumes at intersections for the Existing and Build cases was not presented as a substitute for the standard level of service analyses which were first made and from which conclusions and mitigation measures were presented. The volume comparison method merely provides an additional tool by which one can make judgments. This methodology remains in the Final EIR although, as noted, above, the level of service analyses are considered the principal methodology. The Proponent has developed a set of mitigating measures which are included in the text and have been approved by the neighborhood participants through the PZAC process.

(1.13) TOPIC: TRANSPORTATION

COMMENT: LOS for Sumner/Orleans intersection are in error. Explain discrepancies.

RESPONSE: This typographic error is so noted, and the Final EIR reflects the correction.

(1.14) TOPIC: TRANSPORTATION

COMMENT: Verify distribution of peak hour traffic using a peak hour factor analysis.

RESPONSE: As noted above, the traffic volume comparison analysis was performed as a supplement to the level of service analysis primarily as an additional method of looking at changes due to development traffic. No peak hour factoring was included because, assuming the same peak hour factoring for existing and build conditions, the factor would have cancelled out in the calculation of the ratio of build to existing conditions. In either case, the judgments made on impact and mitigation were based upon the level of service methodology rather than the traffic volume comparison methodology.

(1.15) TOPIC: TRANSPORTATION

COMMENT: Proposed 1.3 spaces/dwelling unit is lower than Boston Traffic and Parking's desired 1.4.

RESPONSE: As described in Chapter IVA (Transportation), the parking plan and parking management plan has been developed in agreement with the East Boston Planning and Zoning Advisory Committee, and has been reviewed by the BRA and City Transportation Department. The PZAC has stated that this plan provides adequate parking given the proximity of a transit station.

(1.16) TOPIC: TRANSPORTATION

COMMENT: Lack of water shuttle parking could result in increased demand for parking on East Boston streets.

RESPONSE: The City, the East Boston PZAC, and the Proponent have all agreed that no on-site parking will be provided for the water shuttle.

(1.17) TOPIC: TRANSPORTATION

COMMENT: Discuss Blue Line's capacity to handle this and other projects expected by 1990 (include proposed high-rises in Revere and Lynn).

RESPONSE: The Transit portion of the Transportation Chapter of this Final EIR discusses Blue Line capacity in more detail than in the Draft EIR. An estimate has been made of the number of additional dwelling units expected to be available for occupancy in the City of Revere during the period 1985 to 1990.

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(1.18) TOPIC: VISUAL QUALITY

COMMENT: Be clearer regarding building heights and setbacks.

RESPONSE: Building heights of the Clippership Wharf project range from four stories to seven plus a mezzanine within a mansard roof. Setbacks and specific building heights are shown in Exhibit III-4.

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(1.19) TOPIC: VISUAL QUALITY/TRANSPORTATION

COMMENT: Consider design options to retain vistas along Lewis Mall and to reduce traffic flow on and off-site via Marginal Street. Consider single site access from Clippership Lane, or limited/restricted access.

RESPONSE: The extension of Lewis Mall, to be built and maintained by the Proponent, as well as the new one-acre open space at the end of Building Four are the two most significant designs revisions implemented since the Draft EIR, in terms of achieving the objective of retaining vistas along Lewis Mall. Chapter IVB, Visual Quality, further details the design revisions which have been incorporated in order to retain and create new vistas.

The Draft EIR plan for Clippership Wharf utilized three vehicular access points. Since that time, it has been determined that the overall site plan and the concerns of the neighborhood with respect to traffic impacts are best served if there are two access points (Clippership Lane and Marginal Street) in order to more evenly distribute traffic volumes. This design approach has been approved by the East Boston PZAC.

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(1.20) TOPIC: PUBLIC ACCESS

COMMENT: Develop a creative approach to Lewis Mall, encouraging public access to the overall site.

RESPONSE: The existing Lewis Mall, and its extension to be created by the Proponent, will encourage public access to the overall site and to the waterfront. A continuous pedestrian walkway will be created between Maverick Square and the one-acre open space located at the end of Building Four at waterfront. By opening up a corridor along Marginal Street through the site to the marina, access through the site from Lewis Mall will also be facilitated.

---

(1.21) TOPIC: PUBLIC ACCESS

COMMENT: Show location and size of each open space area on-site, specifying whether the tennis courts and marina are publicly accessible, and where raised garden areas are relative to buildings.

RESPONSE: Each open space is shown in Exhibit IV C-1. Tennis courts are no longer proposed, and have been replaced by publicly accessible open space. The incorporation of transient slips into the marina will contribute to public access. Views of raised gardens are shown in Exhibit IV C-2.

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(1.22) TOPIC: PUBLIC ACCESS

COMMENT: Evaluate potential conflicts between use of open space areas for pedestrian circulation and for vehicular circulation, considering option of a single site access.

RESPONSE: The characteristics of the project's open spaces vary widely, but those which are to accommodate pedestrians and vehicles will be treated with streetscape materials to indicate that these areas are pedestrian priority zones. Pedestrian walkways will be located adjacent to areas which allow for vehicular circulation, ensuring that conflicts with vehicles will be minimized. The overall site plan and the concerns of the neighborhood with respect to traffic impacts are best served if there are two access points (Clippership Lane and Marginal Street) in order to more evenly distribute traffic volumes.

---

(1.23) TOPIC: PUBLIC ACCESS

COMMENT: Explain source of shading between buildings B and C, and between building C and the marina, and describe any resulting limitation on public usage.

RESPONSE: This question arises from Draft EIR statements that specific open space areas on-site would be "shaded". Although not clearly stated in the Draft EIR, the shading described is the intentional result of landscaping (not building shadow), and is intended as a public amenity.

---

(1.24) TOPIC: PUBLIC ACCESS

COMMENT: Reconsider deck reduction if capacity of open areas cannot accommodate residents and the public.

RESPONSE: It has been estimated that the principal public areas on-site could accommodate approximately 6500 persons during a public event such as fireworks. This appears to be adequate to serve area needs. The existing decking on-site is delapidated beyond repair. Removal of this decking provides water quality, tidal flushing and navigational benefits.

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(1.25) PUBLIC ACCESS Provide more detailed open space graphics.

RESPONSE: A graphic presentation of information pertinent to open space is provided in Exhibits IV C-1 and IV-C-2.

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(1.26) TOPIC: PUBLIC ACCESS

COMMENT: Consider site parameters in terms of optimal site use, taking into account background population, ability to attract outside users, and potential resident/visitor conflicts.

RESPONSE: Planning for Clippership Wharf which has occurred since submission of the Draft EIR has been conducted in concert with the East Boston Planning and Zoning Advisory Committee (PZAC) comprised of a representative cross-section of the East Boston neighborhood. including members of various community and civic organizations. Programming of the Clippership Wharf site, expansion of open space areas, repositioning of buildings, and refinement of access, circulation and parking plans were achieved as a result of the PZAC's stated objectives concerning optimal site use, the ability and means to attract visitors, and the specific needs of the area's existing population.

---

(1.27) TOPIC: PUBLIC ACCESS

COMMENT: Determine maximum use of public areas during public events.

RESPONSE: It has been estimated that the principal public areas on-site could accommodate approximately 6500 persons during a public event such as fireworks. This appears to be adequate to serve area needs.

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(1.28) TOPIC: PUBLIC ACCESS

COMMENT: Provide more complete plans for the museum ship and water shuttle, including capacity, operation, maintenance, and parking.

RESPONSE: The museum ship is no longer proposed and is replaced by a proposed community boating facility. Discussion of plans for this and the water shuttle are presented in Chapter IV-D, Water-Related Activities, of this Final EIR.

(1.29) TOPIC: PUBLIC ACCESS

COMMENT: Propose specific uses for the indoor public space in building D.

RESPONSE: The 2,000 square foot community room will be located in Building Two, and will be available to non-profit community groups to reserve in advance. Specific uses for this space include meeting or recreational activities for church groups, area clubs and associations, civic groups and other community organizations. Uses of this room are described in further detail in Chapter IVC, Public Access, of this Final EIR.

(1.30) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Clarify which areas are Commonwealth tidelands and which areas are private tidelands.

RESPONSE: Based on the location of the historic high tide line and the likely existence of tidal flats at this site prior to historic filling, the Proponent believes that a significant portion of the site is private tidelands. In an effort to precisely delimit the Commonwealth and private tidelands on the site, the Proponent has reviewed collections of historic records at numerous locations including: The State Library, the Massachusetts Archives, the Boston Public Library, the Boston Athanaeum, the Bostonian Society, the Pusey Library, and the Boston Redevelopment Authority. Despite this effort, the Proponent has not yet been able to precisely determine the location of the historic low water mark, the demarcation between Commonwealth and private tidelands. The Proponent will continue to search for definitive records and will provide all the relevant records to DEQE with the Waterways license application.

(1.31) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Expand on feasibility analysis evaluating site's potential for water dependent use.

RESPONSE: As described in Chapter IVE, Tidelands, the Proponent has evaluated the feasibility of a commercial water-dependent use on-site. Factors indicating the impracticality of such a use are listed in Chapter IVE, and involve issues such as lack of truck, rail or deep-water access, proximity of residential uses, and the availability nearby of more practical waterfront sites for commercial use.

(1.32) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Project the potential demand for water dependent uses by the year 2000.

RESPONSE: It is expected that demand for water dependent uses at the Clippership Wharf site will not increase substantially within the foreseeable future. This issue is discussed in Chapter IVE, Tidelands.

(1.33) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: The Fall River project may not be applicable as an example for the public purpose test.

RESPONSE: While the Proponent believes it is always instructive to evaluate the basis on which the General Court has determined that a tidelands project serves a proper public purpose, the Proponent does not rely on the Fall River special act (Stat. 1983, c. 665) to justify how the project meets the public purpose test. Indeed, as documented in Chapter IVE, Tidelands, the project is designed to satisfy the proper public purpose test on its own merits.

(1.34) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Demonstrate how the project and site in the present economic climate, meet the proper public purpose test, including the potential to provide housing for a wide range of citizens.

RESPONSE: As described in Chapter IVE, Tidelands, the project will satisfy the proper public purpose test by providing an array of both water-related benefits such as the water shuttle facilities and non-water-related benefits such as monetary contributions to charitable and community projects. Many of the project benefits were designed to respond to present economic conditions. With housing prices among the highest in the country, there is a pressing need for affordable housing in Boston. In response to this condition, the Proponent will provide 55 affordable housing units, to purchase and to rent at below market rates.

Another public need that has intensified as a result of escalating real estate prices is the need for public open space. This need is especially critical in the densely populated urban neighborhood of East Boston. The project will ameliorate this shortage by opening well over half the entire site to the public. For many people, the current economic prosperity in the Boston area means more interest in recreational activities, particularly water-related recreation. Sailing, however, because of the substantial expense associated with the purchase, maintenance, dockage and storage of boats, remains beyond the means of most people, particularly the young. In response to this need, the Proponent will provide a community boating facility with special accommodation for young people.

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(1.35) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Provide detailed CZM consistency statement.

RESPONSE: In Chapter IVE, Tidelands, a discussion is provided of pertinent CZM policies and the project's consistency with them.

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(1.36) TOPIC: WATER QUALITY

COMMENT: Provide a dredge area plan, including existing and proposed dredge depths and side slope depths.

RESPONSE: The plan for Clippership Wharf marina as currently proposed has been revised since presented in the Draft

EIR. Dredging was proposed in the Draft EIR in order to create a marina larger than can be accommodated by existing bathymetry. The current plan for the marina requires no dredging. Any potential environmental effects associated with dredging or the disposal of dredged material will, thus, be avoided.

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(1.37) TOPIC: WATER QUALITY

COMMENT: Eliminate consideration of redeposition of dredged material into marina basin.

RESPONSE: As described in #1.36, the currently proposed marina plan does not require dredging. Thus, redeposition of dredged material into the marina basin is no longer being considered.

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(1.38) TOPIC: WATER QUALITY

COMMENT: Provide bioassay/bioaccumulation data to determine possibility of disposal of dredged material at Foul Area.

RESPONSE: As stated in #1.36, the currently proposed marina does not require dredging. Foul Area disposal is no longer being considered. However bioassay/bioaccumulation data was prepared subsequent to the Draft EIR and prior to the revision to the marina plan. This information is discussed in Chapter IVF (Water Quality) and presented in Apendix D.

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(1.39) TOPIC: WATER QUALITY

COMMENT: Consider alternative disposal sites, including behind reconstructed seawalls.

RESPONSE: As discussed in Comment #1.36, the revised marina plans no longer require dredging or the need for disposal of dredged material. Prior to this revision, various scenarios for dredge spoil disposal were evaluated. On-land, on-site disposal was eliminated from consideration because of public health concerns and because of structural requirements. Off-site upland disposal was evaluated, but no suitable in-state disposal site was located. Sites were located out-of-state (Maine and New York), but use of of these sites was determined infeasible due to extraordinary transportation and disposal costs. In addition, the dredged material would have to be dewatered prior to land filling, requiring an extremely lengthy process.

In addition to Foul Area disposal, other dredge disposal options were evaluated, including:

- Physical segregation of D1 area -- by placing sheet piling seaward of Station D1, the remaining material would be dredged as proposed, and the D1 area would remain intact. A pile supported wharf would be placed over the D1 area. Dredged material in the balance would be disposed of in the Foul Area or in the deeper portion of the marina basin, as described below.
- In-water placement of dredge material -- this would involve carefully placing dredge spoils in the deeper portion of the marina basin, inverting the layers to that sandier sediments (deep portion of cores D1, D2, and D3 were 42-62 percent very coarse-very fine sand) and then clay would cover the material originally at the surface.

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(1.40) TOPIC: WATER QUALITY

COMMENT: It is generally believed that material deposited at the Foul Area becomes dispersed, rather than mounded.

RESPONSE: The most recent disposal studies at the Foul Area (SAIC 1985) confirm the comment. However, Foul Area disposal is no longer being considered because the revised marina plan does not require dredging.

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(1.41) TOPIC: WATER QUALITY

COMMENT: Provide more detail on placement and effectiveness of silt curtains.

RESPONSE: Dredging of the marina basin is no longer proposed. Activities that might cause resuspension of sediments include pile removal and driving, sea wall repair, and dewatering of excavated material. If required, silt curtains will be placed around each of these activities. For those that are land-based, the silt curtain will be placed as close to the activity as possible without interfering. Water-based activities would require enough space within the curtains to allow unimpeded maneuvering of the equipment.

Silt curtains are designed to ride up off the bottom. They effectively reduce the velocity of the water, thus reducing its sediment carrying capacity (reportedly by as much as 100-fold; Hatano, R. & Y. Abe 1987. "Use of anti-turbidity curtains at a sand compaction piling area in Yokohoma Harbour" in *Management of Bottom Sediments Containing Toxic Substances*. Proceedings of the 11th U.S./Japan Experts Meeting. U.S. Army Corps of Engineers Water Resources Support Center). The sediments literally fall out of the water column. The experience during the construction of Rowe's Wharf indicated that silt curtains were quite effective in confining resuspended sediments. To prevent sediments from moving under the curtain, the contractors were required to place the silt curtains so that they touched the harbor bottom. However, this allowed sediments to settle onto the curtains during low tide causing strain and tearing when the surface floats raised the curtains with the tides.

Barges will exit the curtained area only during flooding tides so that natural current conditions will aid in keeping the suspended sediments confined.

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(1.42) **TOPIC:** WATER QUALITY

**COMMENT:** Explain coordination of seawall/pier construction, garage excavation dewatering, and dredging to abbreviate water quality impact period.

**RESPONSE:** These issues are discussed in Chapter IVG (Construction - see Phasing discussion). As discussed in Chapter IVF (Water quality), dredging for the marina is no longer proposed.

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(1.43) TOPIC: WATER QUALITY

COMMENT: How much time will be spent on wharf reconstruction, pile work, and dredging?

RESPONSE: See response to 1.42.

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(1.44) TOPIC: CONSTRUCTION

COMMENT: In reference to the underground garage, discuss structural design, water quality issues, coastal flooding issues, subsurface conditions, excavation techniques, dewatering alternatives, construction methods, and excavate disposal options.

RESPONSE: These issues are addressed in Chapter IVG (Construction).

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(1.45) TOPIC: WATER QUALITY

COMMENT: Will swelling clay cause uplift of the garage or adjacent structures?

RESPONSE: Boston Blue Clay is not subject to swelling, therefore, uplift of the completed parking garage or adjacent structures is not expected to result. See Chapter IVG (Construction).

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(1.46) TOPIC: COASTAL FLOODING

COMMENT: Describe the seasonal range of wind and wake effects.

RESPONSE: This issue is addressed in Chapter IVD, Water Related Activities, of this Final EIR, and in Appendix F.

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(1.47) TOPIC: COASTAL FLOODING

COMMENT: Assess diffraction patterns and wave reflection within the marina to determine potential for energy build-up.

Describe wave attenuation (60 percent attenuation achievable?).

RESPONSE: This issue is addressed in Chapter IVD, Water Related Activities, of this Final EIR, and in Appendix F.

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(1.48) TOPIC: COASTAL FLOODING

COMMENT: Describe boat handling during heavy storms including availability of lifts and location of closest "safe harbor".

RESPONSE: This issue is addressed in Chapter IVD, Water Related Activities, of this Final EIR, and in Appendix F.

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(1.49) TOPIC: PUBLIC ACCESS

COMMENT: Explore opportunities to open marina to broader sector of the public.

RESPONSE: The incorporation of transient slips into the marina will ensure public access. The addition of the community boating facility will provide an even greater opportunity for a broad sector of the population to participate in maritime activities at the project site.

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(1.50) TOPIC: MISCELLANEOUS

COMMENT: Assess potential conflicts resulting from maritime use of abutting parcels.

RESPONSE: The Clippership Wharf project has been designed to complement existing nearby land uses, and to provide for an appropriate interface with the activities currently occurring or planned for abutting parcels. For instance, plans for Massport Piers 1-5 (located just east of the site) are in their initial stages and are expected to involve various maritime-related uses. By extending Lewis Mall to the waterfront--and perhaps locating the water shuttle at its end--the Proponent has ensured that an appropriate buffer or transition zone will exist between the project and the Massport Piers.

Although the Hodge Boiler Works (located just west of the site) does not actively use its waterfront piers, the Clippership Wharf project provides for some degree of buffer on that side of the site, with the marina and lobster facility located along the project site's western periphery.

*The Commonwealth of Massachusetts*
*Executive Office of Environmental Affairs*
*Department of Environmental Quality Engineering*
*Division of Wetlands and Waterways Regulation*
*One Winter Street, Boston 02108*

S. RUSSELL SYLVA
Commissioner

TO: Steve Davis, Director, MEPA

FROM: Gary Clayton, Director, DWWR Gary Clayton

DATE: November 14, 1966

SUBJ: Clippership Wharf Draft EIR, EOEA No. 5866

The Waterways Regulation Program has reviewed the above-subject Draft EIR and offers the following comments pursuant to G.L. Chapter 91 and its regulation 310 CMR 9.00.

A. Tidelands Jurisdiction

We have reviewed the proponent's statements in section IV-E with regard to Chapter 91. It is unclear what exact conclusions the proponent is drawing in regard to jurisdiction. If the site is being accepted as totally within Commonwealth Tidelands as is indicated on page I-6 of the Summary, then no further historical information need be provided. However, if an assertion is being made that the portion of the site landward of the Low Tide Line delineated in 1837 and 1852 is private tidelands, further historical documentation must be presented to substantiate this claim. **2.1.**

B. Site Design/Relation to Adjacent Uses

Many improvements have been made in this proposed project design through the preliminary planning process. However, some additional concerns need to be addressed. The western part of the site is somewhat disconnected from the rest of the open space because Building C continues across Marginal Street. The proponent should indicate if this area can be opened up through use of either an archway or the use of glass walls for this portion of Building C. This would help to visually connect both parts of the site. **2.2**

Secondly, more detailed information should be provided about how this project and layout relates to adjacent land uses. This is particularly important in relation to the Massport facilities to the east. One question involves whether the proponent has worked with Massport to determine how the Clippership Wharf site will connect with any facilities planned by Massport. More specifically, has thought been given to how the Hines and Smart operation may relate to the lobster terminal proposed on the Massport site. **2.3**

A third issue relating to the proposed site design involves the approvals needed under municipal zoning requirements. Updated information should be provided as to the status of applicable zoning regulations since at the time of this draft a number of these were simply "proposed". Applicability of any height limits and the status of any discussions with the BRA to resolve these concerns should be addressed. **2.4**

C. Public Access and Open Space

Open space design for this site has improved and much of the area has been opened for public use. However, a major concern is still the proximity of buildings A and D to both the water and to the pedestrian walkway. The proponent should indicate the distances that the buildings are to be set back from the water and the proposed widths for the walkways. This should be given for the lagoon side of Building A, the water side of Building D and for the ends of both buildings. **2.5** It appears that the groundlevel courtyards may have some fencing around the rear yards. If this is the case, a pedestrian may feel very much of a "tunnel" effect on a narrow path. Examples need to be provided of what groundlevel views would be along these walkways. **2.6**

It appears that the potential for pedestrian-vehicular conflict still exists on this site. Two areas are of concern. Further information should be provided as to how the entrance to the parking garage will work since it is located in the central pedestrian plaza between Buildings B and C. **2.7** The second concern is the emergency access in front of Building D. This interrupts a large part of the waterfront plaza area in front of the museum ship. Additional analysis must be provided on how this will be limited to emergency use and how unauthorized uses such as temporary parking will be avoided. **2.8**

The larger public access questions affecting this site are still unresolved. The site is still designed as a residential community without a significant mixed use component. Although the site will have the museum ship, marina and water shuttle, these may not give the location "destination" value. In what appears to be an exclusive residential enclave, I believe the viability of the proposed museum ship is questionable. If the proponent feels that mixed use is not an alternative or that community opposition to mixed use is **2.9** substantial, they should indicate the basis for these conclusions. Consideration must be given to other alternatives if mixed uses are not developed. Creative ways of strengthening the public access component of the project need to be developed. More activities related to the marina or museum ship could perhaps be provided. The lagoon area where the museum ship is located remains relatively underutilized. **2.10**

Although the proponent is providing 2,000 square feet in Building D for community use, it is unclear what would make this space useful for residents outside of this development. More specific plans should be made for use of this space by the community. The site continues to appear as a private residential area which lacks both full integration with the community and any substantial "pull" to bring the public onto the site. **2.11**

D. Water Dependent Uses

1. Marina: The marina facility proposed for this site does not dispel the idea that this is a private residential community. Only 4 of 50 slips are proposed for transient vessels. Eight percent is not acceptable. This facility needs to be opened up considerably for wider public use. A community sailing program is mentioned in the EIR but no elaboration is provided. **2.12**

2. Hines & Smart Facility: We are pleased to see that a provision is being made for the continuation of an existing water-dependent activity. Documentation should be given, however to support the contention that this is a workable set-up. Is Hines and Smart satisfied with the proposed facility? Is it enough space? Have they been satisfied that there will not be significant conflicts between the commercial boat traffic and the recreational boats using the marina? Are they satisfied that water quality impacts related to the project will not affect their operations? These questions should be addressed in order to determine whether this is a feasible facility. **2.13**

3. Museum Ship: The museum ship has the potential to be an important feature for this site. However, it is questionable that this ship will be the major drawing feature for the public. Perhaps other uses related to this ship or to the water could be developed in conjunction with the museum. **2.14**

4. Water Shuttle: The water shuttle can contribute to the overall water transportation network for Boston Harbor. Thus, the proponent needs to specifically explain in the Final EIR how this shuttle will be integrated with other existing or future water transport proposals. **2.15** In addition, information on the waiting facilities should be provided. Will this area be heated? Will public restrooms be provided? Are other facility design issues be developed in a manner consistent with other water transportation facilities in Boston Harbor? **2.16**

E. FLOOD HAZARDS

The analysis provided by the proponent indicates that habitable building space will be located well above the 100-year flood level. Further analysis needs to be provided indicating whether any flood mitigation measures are appropriate and can be utilized to protect the underground parking areas from severe flood events. Such events are likely to become more common over the years if sea level continues to rise as is now currently anticipated. **2.17**

Should you have any questions with regard to the foregoing, please feel free to contact Lise Marx at 292-5695.

cc: Alden Raine, Executive Director, EOEA
L. Johnson, E.O.E.A.
S. Russell Sylva, Commissioner, D.E.Q.E.
Carl Dierker, Senior Deputy General Counsel
Richard Delaney, Executive Director, MCZM
Dennis Ducsik, Tidelands Policy Coordinator, MCZM
Stephen Coyle, Director, BRA

## LETTER #2
## DEPARTMENT OF ENVIRONMENTAL QUALITY ENGINEERING
## DIVISION OF WETLANDS AND WATERWAYS REGULATION

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(2.1) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: If Proponent asserts that a portion of the site is private tidelands, further documentation is needed. If Proponent accepts that the site is Commonwealth tidelands, no further documentation is needed.

RESPONSE: Based on the location of the historic high tide line and the likely existence of tidal flats at this site prior to historic filling, the Proponent believes that a significant portion of the site is private tidelands. In an effort to precisely delimit the Commonwealth and private tidelands on the site, the Proponent has reviewed collections of historic records at numerous locations including: The State Library, the Massachusetts Archives, the Boston Public Library, the Boston Athanaeum, the Bostonian Society, the Pusey Library, and the Boston Redevelopment Authority. Despite this effort, the Proponent has not yet been able to precisely determine the location of the historic low water mark, the demarcation between Commonwealth and private tidelands. The Proponent will continue to search for definitive records and will provide all the relevant records to DEQE with the Waterways license application.

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(2.2) TOPIC: VISUAL QUALITY

COMMENT: Explore means to visually connect the east and west portions of the site by opening up the area where Building C crosses Marginal Street.

RESPONSE: Building C no longer crosses Marginal Street. It has been divided into Buildings Two and Three, in order to open up Marginal Street, creating a new view corridor along Marginal Street to the Bunker Hill Monument, and visually connecting the east and west sides of the site. This is shown and described in Chapter IVB, Visual Quality of this Final EIR.

(2.3) TOPIC: VISUAL QUALITY

COMMENT: Describe how the project relates to adjacent land uses, focussing on Massport facilities, and how Hines and Smart may relate to the proposed lobster terminal on the Massport site.

RESPONSE: The Clippership Wharf project has been designed to complement existing nearby land uses, and to provide for an appropriate interface with the activities currently occurring or planned for abutting parcels. For instance, plans for Massport Piers 1-5 (located just east of the site) are in their initial stages and are expected to involve various maritime uses. By extending Lewis Mall to the waterfront--and perhaps locating the water shuttle at its end--the Proponent has ensured that an appropriate buffer or transition zone will exist between the project and the Massport Piers.

The project's relationship with nearby residential uses has been a central concern guiding the project planning process. The placement of open space, the location of access points, and the design of building massing and selection of building materials have all been based on the objective of compatibility with nearby existing residential uses.

The relationship of Hines & Smart to the proposed lobster terminal on the Massport site is discussed in Chapter IVD, Water Related Activities. Briefly, Hines & Smart has so far expressed only preliminary interest in relocation to the Massport site. The Proponent remains fully committed to the retention of Hines & Smart at Clippership Wharf, as well as to the provision of appropriate building space and waterfront facilities to support their operations.

(2.4) TOPIC: VISUAL QUALITY

COMMENT: Describe current applicable zoning requirements and height limitations.

RESPONSE: The site of the Clippership project is not part of the Harborpark IPOD, but is part of the proposed East Boston IPOD which is currently under community review. Project planning conducted since the Draft EIR has occurred in conjunction with the East Boston Planning and Zoning Advisory Committee (PZAC), which was originally formed as a local advisory body in conjunction with the City's comprehensive zoning review of the East Boston area. The Urban Design Subcommittee of the PZAC has endorsed the project as currently proposed, approving an exception to its own previously stated 40-foot height limit, because the project is, in the view of the PZAC, in the community's best interest.

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(2.5) TOPIC: VISUAL QUALITY

COMMENT: For the lagoon side of Building A, for the waterside of Building D, and for the end of both buildings, describe setback from the water and proposed walkway width.

RESPONSE: Minimum walkway width will be 15 feet. Pertinent dimensions are shown in Exhibit III-4.

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(2.6) TOPIC: VISUAL QUALITY

COMMENT: Provide views showing walkways along ground level courtyards.

RESPONSE: These views are shown in Exhibit IV C-2.

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(2.7) TOPIC: PUBLIC ACCESS

COMMENT: Describe how parking garage entrance operates in relation to pedestrian traffic.

RESPONSE: The parking garage entrance will be located at the central turn-around. This will be used primarily as a vehicular drop-off area. Though the turn-around area will be accessible to pedestrians, adjacent walkways will be provided in order to ensure that pedestrian movement can occur without conflict with vehicular traffic.

(2.8) TOPIC: PUBLIC ACCESS

COMMENT: Describe how unauthorized use of emergency access near Building D will be avoided.

RESPONSE: Building D is now Building Five. Unauthorized use of emergency vehicular access to the waterfront plaza near Building Five will be prevented by some type of control such as a curb or low gate which will allow pedestrians to pass, but will discourage vehicles.

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(2.9) TOPIC: PUBLIC ACCESS

COMMENT: Indicate the basis for concluding that mixed use on-site is not viable.

RESPONSE: As currently planned, the Clippership Wharf project comprises a mix of residential uses (including affordable housing units) and various maritime uses, including a commercial lobster facility, marina, community boating facility and a water transportation service, as well as a variety of substantial landscaped open space areas. The incorporation of retail or commercial uses was not pursued due to factors including potential traffic generation and the desire to support, rather than compete with, existing commercial uses in Maverick Square. Other commercial-maritime uses were found to be infeasible on-site, for a variety of reasons detailed in Chapter IVE, Tidelands.

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(2.10) TOPIC: PUBLIC ACCESS

COMMENT: Strengthen public access activities related to the marina, museum ship, and lagoon area.

REQUEST: There will be a great deal of public access activities on-site related to the one-acre open space, the waterfront plaza, Harborwalk, community boating at the lagoon, and several transient slips at the marina. The museum ship has been deleted from the project at the recommendation of the East Boston PZAC, and it has been replaced by a community boating program. A detailed discussion of public access to the waterfront can be found in Chapter IVD, Water Related Activities, of this Final EIR.

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(2.11) TOPIC: PUBLIC ACCESS

COMMENT: Explain uses for community space within Building D.

RESPONSE: The 2,000 square foot community room will be located in Building Two, and will be available to non-profit community groups to reserve in advance. Specific uses for this space include meeting or recreational activities for church groups, area clubs and associations, civic groups and other community organizations. Uses of this room are described in further detail in Chapter IVC, Public Access.

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(2.12) TOPIC: PUBLIC ACCESS

COMMENT: Open marina to wider public use; provide more transient slips; describe community sailing program.

RESPONSE: Transient slips will be provided at the marina for public use. In addition, public use of the waterfront will occur at the community sailing facility which will be located in the lagoon. The Proponent will provide the docking facilities, indoor space for storage and support, and sailboats. Use of the community sailing program will be targeted to East Boston residents, with special accommodation for participation of area youth. A more detailed description of these issues can be found in Chapter IVD, Water Related Activities.

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(2.13) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Document the contention that the Hines & Smart facility is feasible, addressing issues such as sufficient size, conflicts with recreational boats, and water quality effects.

RESPONSE: Throughout the Clippership Wharf planning process, careful consideration has been given to the adequacy of accommodations on-site for the lobster facility. this has involved consultation with representatives from Hines & Smart in order to elicit and evaluate their operational needs. Not only has sufficient space been allocated for the commercial lobster facility, but specific operational needs such as salt water intake, refrigeration requirements and odor control have been evaluated by the Proponent's consulting engineers and found to be feasible given the current plan. During construction, various impact mitigation measures -- such as the use of silt curtains to protect salt water intake -- will be utilized as necessary to ensure that the lobster facility can continue to operate without significant difficulty.

Employee parking, truck parking and truck loading for Hines & Smart is provided in the current plan for Clippership Wharf. These landside facilities have been intentionally set apart from residential facilities so as to minimize any potential for the lobster facility via the marina basin. Sufficient space has been provided in the marina basin for both dockage and maneuverability of recreational boats and commercial vessels associated with the lobster facility. The reduction in size of the Clippership Wharf marina that occurred after the submission of the Draft EIR is also expected to reduce the likelihood of conflict between recreational and commercial vessels, since fewer recreational boats will be operating within the marina. Further, the peak use periods of the marina are not expected to coincide with the peak use periods of the lobster facility. The design of the marina has also been prepared with consideration of the operational needs of the lobster facility.

(2.14) TOPIC: WATER RELATED ACTIVITIES

COMMENT: Consider other uses for museum ship and lagoon area.

RESPONSE: A community boating facility is being proposed for the lagoon area in the location of the previously proposed museum ship. It will be accompanied by a landside community boating pavilion. A more detailed description of the community boating facility is located in Section IVD, Water Related Activities. A continuous pedestrian Harborwalk will extend around the perimeter of the lagoon. On the other side of the lagoon will be a one-acre waterfront park, water shuttle landing, and waiting pavilion.

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(2.15) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Describe coordination of water shuttle with other existing or future water transport proposals.

RESPONSE: Clippership Wharf has been planned with the objective of becoming part of a wider Inner Harbor shuttle service. With this in mind, the docking area has been designed to accommodate a variety of types of vessels. Routes, fares, and schedules will be set in accordance with other shuttle owners and operators as soon as more definite plans are made available to the public. A more detailed description of the water shuttle is presented in Chapter IVD, Water Related Activities.

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(2.16) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Describe water shuttle waiting area, including heating, restrooms, and consistency of design with other water transport facilities in Boston Harbor.

RESPONSE: The design of the Clippership Wharf water shuttle pavilion will include an enclosed waiting room, ticket office and rest rooms. Docking facilities will be designed to accommodate a variety of types of vessels. A detailed description of the shuttle facilities and its features is provided in Section IVD, Water Related Activities.

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(2.17) TOPIC: COASTAL FLOODING

COMMENT: Indicate whether flood mitigation measures are appropriate for the garage.

RESPONSE: As described in Chapter IVG (Construction), the site grade in the vicinity of the entrance to the parking garage is to be constructed to a level above the 100-year flood level. Therefore, the parking garage would not be expected to flood during a 100-year storm.

**LETTER 3**

*The Commonwealth of Massachusetts*
*Executive Office of Environmental Affairs*
*100 Cambridge Street*
*Boston, Massachusetts 02202*

COASTAL ZONE
MANAGEMENT

## MEMORANDUM

TO: STEVE DAVIS, DIRECTOR, MEPA

FROM: RICHARD F. DELANEY, DIRECTOR, MCZM

DATE: NOVEMBER 10, 1986

SUBJECT: EOEA #5866 -- CLIPPERSHIP WHARF (EAST BOSTON - FORMERLY HARBOR LANDING)

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The Massachusetts Coastal Zone Management Office (MCZM) has completed its review of the Draft Environmental Impact Report (DEIR) for the Clippership Wharf project. On the whole, we are gratified by the progress made therein toward assessing environmental impacts as well as modifying the development plan to expand visual and physical access for the public. Although we still have some design-related concerns that need to be addressed in the Final EIR (regarding, for example, the issues of public parking and building setback from the water's edge), our outstanding questions and comments are of a miscellaneous nature and can be conveyed adequately in subsequent consultations with the proponents. We confine our remarks herein, therefore, to those topics on which the DEIR is insufficiently developed and which will require substantial improvement in order for the FEIR to be acceptable.

1. Water-Dependent Activity. Although we are encouraged by the scope
of water-dependent uses being explored for the NDP-2 parcel (marina,
water taxi, museum ship, wholesale lobster facility, community sailing
program), we are also uncomfortable with the lack of detail provided
on the planning uncertainties associated with these uses. For example,
we wonder what a market study would indicate about the "drawing power" **3.1**
of the proposed museum ship among the residents of East Boston; and
we are curious as to whether Clippership Wharf is likely to be the
permanent home for Hines and Smart (if their operation moves off-site, **3.2**
what will be the use of the area projected for their building?). The
DEIR is also rather vague as to the factors that have a bearing on the
provision of water shuttle service in collaboration with other water- **3.3**
front developers, on the operation of a community sailing program, and
on the potential for conflict between the marina and lobster facility. **3.4**
To a certain extent this lack of specificity is understandable, given that **3.5**
consideration of such matters is ongoing and many details are yet to be
worked out. At the same time, we hope the proponents understand that
we have much higher expectations of the Final EIR in terms of how
thoroughly the prospects for water-dependent activity are analyzed. **3.6**

2. Background Planning Information. Despite our written request for "a systematic and probing review of all ... written material which documents current patterns of thinking" about the future of the waterfront area surrounding NDP-2, the DEIR is largely silent on this topic. Passing reference is made in chapter IV (pp. B - 8,9) to the fact that a variety of prior redevelopment plans have focussed on residential use of the site, and that the current project is consistent with the general schedule of encouraged vs. prohibited uses indicated in a harborpark planning study. But nothing more is said, for example, as to what BRA guidelines are in effect relative to building height, massing, floor area ratio, and other physical parameters governing the evolution of the built environment in the Maverick Square section of East Boston. Nor is there any indication of particular policies or plans relative to the adaptive reuse of adjacent waterfront parcels currently in industrial use, i.e. Hodge Boiler Works and Massport's Pier 1. All in all, the DEIR does virtually nothing to inform us of the broader land use plan for the area whose implementation the Clippership Wharf project is, presumably, an integral part. **3.7**

3. Diversification of Use. Notwithstanding the considerable open space amenities being offered to the public (including a "community facility", in Building D), we remain concerned over the possibility that this luxury housing project will become surrounded by an aura of privatism which creates a psychological barrier -- via a heightened sense of territorial distinctions and prerogatives -- to meaningful non-tenant use of the waterfront. In trying to avert such an "enclave syndrome", we have recommended that the proponent consider measures that would tend to integrate the project with the socio-economic and cultural fabric of the surrounding community (e.g. by setting aside some low-rent space for occupance by non-profit community organizations such as a scout troop, a garden club, or a neighborhood activist group). To our disappointment, however, we see no evidence in the DEIR that vigorous attempts are being made to diversify the use mix via inclusion of these and other "facilities of public accommodation". We understand there are community sentiments that argue against retail development in this project, but such is hardly the only option. Why not consider a family recreational facility of some kind, with features for pre-teen children and adults alike (a community Bocci court may not be the answer, but there may be a functional equivalent)? How about eliminating some of the for-residents-only marina in favor of a motor-boat rental facility open to the general public? With careful study of the cultural geography of East Boston, including personal communication with its citizens, we suspect that a number of creative ideas would emerge as to how Clippership Wharf could be brought into the mainstream of community life more assuredly than through sole reliance on the provision of physical access to the waterfront. **3.8**

In closing, let us say that MCZM is anxious to assist the proponents further in working toward a licensable development plan. To this end, we strongly recommend that additional consultation meetings be scheduled in the near future to explore the issues raised by this letter.

RFD/DD/sla

cc: G. Clayton (DEQE)
C. Natale (DEQE)
L. Johnson (EOEA)
S. Coyle (BRA)
J. Leigh (BRA)

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(3.1) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Discuss drawing power of museum ship in regard to East Boston residents.

RESPONSE: The museum ship is no longer proposed. In its location, a community boating facility will be created. It will provide docking facilities, an indoor pavilion space, and sailboats. It will be especially targeted to East Boston residents and community youth. Further discussion of the program may be found in Chapter IVD, Water Related Activities.

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(3.2) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Will Clippership Wharf be the permanent home of Hines & Smart?

RESPONSE: To date, Hines & Smart has expressed only preliminary interest in relocation to the Massport site located immediately east of the Clippership Wharf site. The lobster company has requested that project planning assume that it will remain at Clippership Wharf. A full description of the current status of these plans can be found in Chapter IVD, Water Related Activities.

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(3.3) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Discuss factors bearing upon provision of water shuttle service in collaboration with other waterfront developers.

RESPONSE: The ability to accommodate a variety of shuttle vessels at the Clippership water shuttle dock will help to facilitate the provision of water shuttle service in cooperation with other waterfront developers. The potential to use the Clippership site as a stop for other shuttles, and the potential of the Clippership shuttle to stop at other sites, are being actively pursued by the Proponent. When more concrete plans regarding routes, fares, and schedules are available from other shuttle operators, coordination with the Clippership service will be pursued. Further discussion of this topic may be found in Chapter IVD, Water Related Activities.

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(3.4) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Discuss the operation of community sailing program.

RESPONSE: A description of the community boating program is provided in Chapter IVD, Water Related Activities. The community boating facility will include a docking structure and sailboats provided by the Proponent for East Boston residents. The ancillary landside pavilion will include an enclosed community boating room, an open-air harbor viewing area, and a sail-storage room.

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(3.5) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Discuss potential for conflict between marina and lobster facility.

RESPONSE: During the Clippership Wharf planning process, the compatibility of the marina and lobster facility was carefully considered. As a result, no substantial conflict between the two uses is expected. Sufficient space has been provided in the marina basis for both dockage and maneuverability of recreational boats and commercial vessels associated with the lobster facility. The reduction in size of the Clippership Wharf marina since submission of the Draft EIR is also expected to reduce the likelihood of conflict with lobster boats, since fewer recreational boats will be operating within the marina. Further, the peak use periods of the marina are not expected to coincide with the peak use periods of the lobster facility. In terms of landside operations of these two uses, the provision of a separate truck loading and parking area for the lobster facility will ensure that its landside activities will not conflict with that of the marina. In general, the lobster facility will operate with unimpeded access from landside and waterside and will, therefore, be compatible with the operation of the Clippership Wharf marina.

(3.6) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: In general, Final EIR should thoroughly analyze prospects for water dependent activity.

RESPONSE: Chapter IVD, Water Related Activities, describes water-dependent uses currently planned for the project site, including a commercial lobster facility, marina, community boating facility, and water transportation service. Chapter IVE, Tidelands, describes the issues bearing upon the feasibility of other water dependent uses on-site, and presents a discussion of expectations concerning future demand for water dependent uses at Clippership Wharf.

(3.7) TOPIC: VISUAL QUALITY

COMMENT: Provide a systematic review of the broader land use plans for the surrounding area, including BRA development guidelines, plans/policies relating to reuse of adjacent waterfront parcels, and other physical parameters governing the built environment.

RESPONSE: The issue of broader land use policies and guidelines pertaining to the site area is addressed extensively in this Final EIR. For example, Chapter IVE (Tidelands) provides a detailed discussion of State-level land use guidelines relevant to the Clippership Wharf site, and also discusses a range of planning policies of the Massachusetts Coastal Zone Management Office. Similarly, Chapter IVB (Visual Quality) discusses City policies and guidelines pertinent to the Clippership Wharf site, including its current zoning status (W2) the 1980 Boston Harbor Plan, various Harborpark documents and planning policies and the status of both the Harborpark Interim Planning Overlay District and the proposed East Boston Interim Planning Overlay District. Also described in Chapter IVB is a description of the zoning mechanism to be utilized for review of this project -- a Planned Development Area process. Chapter III (Alternatives) of this Final EIR describes the planning process conducted for this project in conjunction with the East Boston Planning and Zoning Advisory Committee (PZAC). Land use requirements and planning guidelines stipulated by the East Boston PZAC are referenced throughout this document and are fully presented in Appendix A.

The issue of future land use plans in the project area is also extensively addressed in this Final EIR, although most area plans are still in the process of development. Chapter II (Project and Area Description) discusses the status of the Boston Shipyard site and the Massport East Boston Piers site. Chapter II also describes other adjacent properties, such as the Hodge Boiler Works, for which no active redevelopment has been proposed. Chapter IVD (Water-Related Uses) provides an extensive discussion of current activities and future plans relevant to the provision of water transportation in the project area. Such plans are largely linked to future plans regarding landside facilities in Boston Inner Harbor. Chapter IVE (Tidelands) provides a discussion of the anticipated demand for commercial maritime uses in regard to the site and the surrounding waterfront area.

(3.8) TOPIC: MISCELLANEOUS

COMMENT: In order to integrate the project into the socioeconomic fabric of the community, provide more facilities for public accommodation, such as low rent space for non-profit community organizations, a family recreational center, a motor boat rental facility, or other creative concept.

RESPONSE: The proposed project comprises a variety public facilities which will include a water shuttle, community boating, transient marina slips, and several enclosed public pavilions. Other public amenities will include landscaped open spaces such as a one-acre park, a waterfront plaza and the new Lewis Mall Extension. The 55 affordable residences will comprise rental units as well as condominiums. The Proponent will also provide a 2,000 square foot community room that may be reserved free of charge by neighborhood groups and organizations. Chapter IVC, Public Access, and IVD, Water Related Activities, further discuss these features. In addition, a detailed description of the Proponent's charitable contributions to the community can be found in Chapter II, Project Area and Description.

massport

ASSPORT, TEN PARK PLAZA, BOSTON, MA 02116-3971, (617) 973-5500 TELEX 94-0365

## LETTER 4

November 5, 1986

Ms. Nancy Baker
Associate Environmentalist
Executive Office of Environmental Affairs
MEPA Unit
100 Cambridge Street
Boston, MA 02202

Dear Ms. Baker:

The Massachusetts Port Authority has reviewed the Draft Environmental Impact Report for Clippership Wharf in East Boston, EOEA #5688 and requests that the following items be included in the Final Environmental Impact Report for the Project.

1. Traffic projections for the year 1990 should include projections for traffic that will be generated by the development of a Lobster Terminal and Waterfront Park on the adjacent East Boston Piers. Massport staff will make this information available to the proponent. **4.1**

2. Transportation routes that are intended to be used to dispose of excavation materials should be clearly stated. **4.2**

3. The proponent should state the means by which prospective residents of the development will be informed of the noise impact of Logan Airport on the project, especially when winds are from the northwest and runway 9-27 is in use. In addition, the proponent should commit to construction measures to mitigate the effects of noise on prospective residents. **4.3**

4. Project design should be compatible with possible future uses of Pier 1. The uses that may be developed on Pier 1 consist of residential, commercial or maritime. **4.4**

ERATING: BOSTON LOGAN INTERNATIONAL AIRPORT • PORT OF BOSTON GENERAL CARGO AND PASSENGER TERMINALS • TOBIN MEMORIAL BRIDGE
HANSCOM FIELD • BOSTON FISH PIER • COMMONWEALTH PIER

5. The proponent has indicated in the Draft Environmental Impact Report that a private operator will be engaged to operate a water shuttle between the site and other locations in Boston Harbor if Massport or another public agency does not offer to provide such service. It should be noted in the Final Environmental Impact Report that Massport does not intend to provide a water shuttle service to and from this project. **4.5**

Sincerely,

MASSACHUSETTS PORT AUTHORITY

David W. Davis
Executive Director

1702G

## LETTER #4
## MASSACHUSETTS PORT AUTHORITY

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(4.1) TOPIC: TRANSPORTATION

COMMENT: Traffic projections should account for lobster terminal and waterfront park on adjacent Massport East Boston Piers.

RESPONSE: The Lobster Pier and Park proposal has been included in other development traffic growth (with the Boston Shipyard) for this Final EIR analysis.

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(4.2) TOPIC: CONSTRUCTION

COMMENT: Indicate routes for trucks carrying excavate.

RESPONSE: The routes for construction vehicles are described in Chapter IVG (Construction) and in the Clippership Wharf Transportation Subcommittee Report approved by the East Boston PZAC (see Appendix A).

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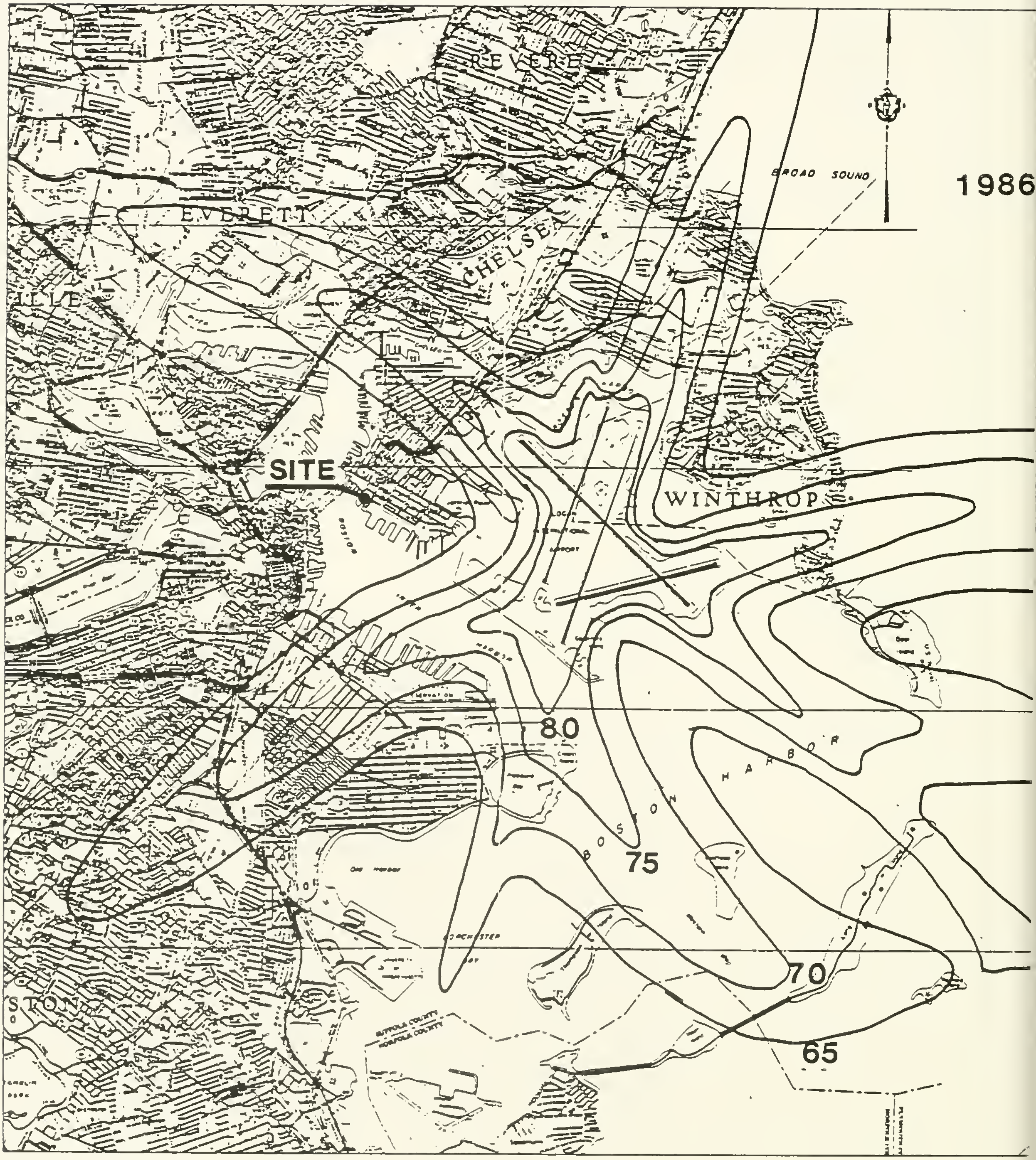
(4.3) TOPIC: MISCELLANEOUS

COMMENT: Discuss notification of prospective residents regarding existing airport noise conditions, and commit to measures to mitigate noise effects on residents.

RESPONSE: The Massport Noise Abatement Program has had success in reducing noise impacts in East Boston and other nearby communities during the past ten years. The latest 1986 noise contour map (see Exhibit VI-1) for Logan Airport (source: Generic EIR - Operation of Logan International Airport, EOEA 3247, Massport, September 1987) shows that the Clippership Wharf site is located well outside the lowest noise contour plotted - the Ldn 65 dBA contour.

The improvement in recent years is due to a change to more over-water departures, a Preferential Runway Advisory System, noise rules that require a shift to FAR Stage 3 aircraft (the least noisy equipment), and restrictions on nighttime operations. According to Massport records, runway 9-27 was used for 17 percent of the jet arrivals and 33 percent of the jet departures in 1986. The noise footprint from the runway, however, lies well to the south of the development site. Since

EXHIBIT VI-1
1986 Logan Airport Noise Contour



the latest information indicates aircraft noise is below the 65 dBA Ldn threshold (which is equivalent to HUD's Acceptables Criterion), no significant noise impact from the airport is expected. Thus, prior notification of the development's prospective residents does not appear necessary.

A full set of construction noise mitigation measures is outlined on pages IV I-17 and IV 1-18 of the Draft EIR. The Proponent is committed to implementing these measures.

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(4.4) TOPIC: MISCELLANEOUS

COMMENT: Project design should provide for compatibility with potential residential, commercial, or maritime development of Pier 1.

RESPONSE: The Clippership Wharf project has been designed to be compatible with a range of potential land uses which may, in the future, be developed at Massport's Pier 1, located just east of the project site. By extending the Lewis Mall pedestrian area from Marginal Street to the waterfront--and perhaps locating the water shuttle at its end--the Proponent will create a buffered transition zone between the two sites. For this reason it is believed that either residential, commercial or maritime uses at the Massport property, if sensitively planned and designed, would be compatible with the Clippership Wharf project.

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(4.5) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Massport does not intend to provide water shuttle service to and from this project.

RESPONSE: It is expected that the Clippership Wharf water shuttle will be run by an independent private contractor.

BOSTON
REDEVELOPMENT
AUTHORITY

Raymond L. Flynn
Mayor

Stephen Coyle
Director

One City Hall Square
Boston, MA 02201
(617) 722-4300

# LETTER 5

Secretary James S. Hoyte
Executive Office of Environmental
  Affairs
100 Cambridge Street
Boston, MA 02202

Attn: MEPA Unit

Dear Secretary Hoyte:

Re: EOEA #5866: - Clippership Wharf Draft Environmental Impact Report

Pursuant to regulations implementing M.G.L., Chapter 30, Sections 62-62H, the Boston Redevelopment Authority has reviewed the above-referenced Draft Environmental Impact Report and submits the following comments.

The proposed Clippership Wharf development on the East Boston waterfront entails the construction of approximately 400 dwelling units in four buildings, a marina for 40-50 boats, underground parking for 490 cars and surface parking for 70 cars, publicly-accessible open space, and a number of marine-related facilities. The site presently is vacant, except for a lobster wholesaler who would be relocated on site. In general, we find that the Draft Environmental Impact Report is a comprehensive and well-prepared evaluation of the potential environmental impacts of this proposed project. Our specific comments on the Report follow.

Design/Visual Quality

The project itself has been reduced in scale from the project as proposed in the ENF (a reduction from 475 units to approximately 400 units). However, except for the elimination of the townhouses and surface parking areas near the water's edge, the site plan remains essentially the same and continues to block much of the view of the harbor and downtown Boston. Nonetheless, building placement perpendicular to the harbor is the preferred siting. Furthermore, we do not consider the lesser-scale alternative presented in the DEIR to be a sufficient reduction in density from the original proposal and, in light of the potential impacts of this development, we would like to see an evaluation of a less dense development in the Final EIR.

Visual access to the project's public open space areas and the commuter dock
also is a problem. We recommend, therefore, that the project proponent
explore design alternatives, such as further setting back the buildings from **5.1**
the waterfront or building realignment, to enhance the view of the public
open space from outside the project as well as the important views to the **5.2**
harbor and downtown Boston. Visual access from the Lewis Street Mall to the
interior public spaces is particularly important. Use alternatives to encourage

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greater use of the public open spaces, such as at the end of Building A, also should be considered. Further, we recommend that the Hines and Smart facility be moved closer to the western edge of the property to open up further harbor views from the adjacent housing project. **5.3**

It is important to note that the BRA Harborpark design guidelines call for all buildings to be set back at least 35 feet from the seaward end of the piers. **5.4** The proposed Clippership Wharf project must be consistent with this guideline. In order to reduce the feeling of building height which the current design portrays, we also recommend that the pier buildings be stepped back at both ends. **5.5**

Transportation

The DEIR assumes a 50% auto use by commuters. With the closeness of the project site to the Maverick Square MBTA station and several bus routes (as well as the proposal for a water shuttle service), a lesser dependence on the auto should be achievable and should be a goal of the project. Measures to assure this should be developed for the Final EIR. **5.6** (On the other hand, it is recognized that the Blue Line operates at over-capacity during rush hours, which does not encourage use of this line unless absolutely necessary. Measures to improve transit capacity also should be described.) **5.7**

Unacceptable levels of service in the Central Square and Maverick Square areas will be further exacerbated by traffic generated by the project, but the DEIR analysis does not really recognize this, merely stating that the impact of the project overall is minor and insignificant. This is a significant problem and must be dealt with through the identification and implementation of appropriate mitigation measures. **5.8**

The FEIR should provide more information on the parking arrangements - e.g., will the garage be available only for residents or will guests also be allowed to park there? Will there be a fee for parking in the garage? (If so, could this result in off-site, on-street parking in adjacent neighborhoods?) It is our recommendation that the cost of the resident parking spaces be included in the condominium cost rather than as a separate cost. **5.9**

Concern has been expressed by East Boston residents that suburban commuters using the water shuttle not be allowed to park on-site in the public spaces or on the adjacent streets. The FEIR should indicate how commuter parking will be controlled and should explore alternatives for satisfying the parking needs of the water shuttle service. **5.10**

Technical Comments

a. pg. IV A-5 (para. 3): The Sumner/Callahan tunnel volumes appear to be total north-south volumes (see Exhibit IV A-2) rather than separate north and south volumes. **5.11**

b. pg. IV A-6 (last para.): Transit travel time to downtown Boston should be 5 minutes or less, not 10 minutes. **5.12**

AW5/P/110586/2

c. Ex. IV A-12/13: The number of trips into and out of the site needs to be rechecked, particularly for the PM peak hours (project-generated and no-build totals do not always equal build volumes). 5.13

d. Table IV A-5: Sumner at Orleans shows reserves capacities of 481-526 but a LOS of F, which obviously is incorrect. This discrepancy should be corrected in the Final EIR. 5.14

e. Table IV A-6: Sumner at Orleans shows a negative ARC but a LOS of B; this discrepancy should be explained. Also, should the 1990 no-build ARC be 371 rather than 391 (see Appendix B)? 5.15

f. Table IV A-7/8: The volumes given here do not seem to agree in all cases with volumes shown on Exhibits IV A-3, 4, 10, 11, 12, 13 (especially at the site entrance). 5.16

g. pp. IV A-31 ff: It appears that the traffic volumes comparisons show net increase of development over no-build (this should be confirmed). If so, the net increase for the Jeffries Point area should be 0-15, not 0-60. 5.17

Public Access

The DEIR states that approximately 70% of the site is dedicated to public open space. However, not all of this space is readily accessible to the public and particularly the pedestrian for public enjoyment (e.g., the parking areas and vehicular access roads). The FEIR should indicate the percentage of open space that is actually usable by the public as opposed to vehicular areas and private open space. 5.18

Water-Related Activities

Concerns have been raised during the review of this (and other waterfront projects) of the proliferation of marinas in the Inner Harbor and the potential impact on the flow of commercial maritime traffic serving the port. The Final EIR should examine this problem, particularly the potential for conflict between the two maritime groups. 5.19

There is also a proliferation of proposals for water shuttle service in the Boston Harbor. The proposed Clippership Wharf service needs to be coordinated with other waterfront developments, in terms of schedules, routes, destinations, etc. A program for coordination should be described in the final EIR. 5.20

Public Purpose

A number of public benefits are described in the Draft EIR, including the creation of needed housing units, contributions to local social service agencies, and the provision of affordable housing. Lewis Street is adjacent to the project and has been partially developed into a pedestrian mall. We would like to see the project proponent make a contribution for the extension of this mall to the waterfront as part of his public benefits package. The development of Clippership Wharf and the enhancement of the Lewis Street mall should occur simultaneously in order to increase the potential benefits to the public 5.21

AW5/P/110586/3

and the project's residents. This would not only complete a long-standing proposal of the city but would provide additional public access to the public spaces in the project and to the harborwalk.

Water Quality

The Final EIR should describe measures to be taken during site clearance and
excavation to prevent the migration of rodents to adjacent properties (pg. IV 5.22
G-26). Maintenance of the oil/water separators should be described (pg. IV 5.23
G-34). The Final EIR also should indicate whether pump-out facilities for
sewage from boats (marina, water shuttle) will be provided on site (pg. IV 5.24
G-35).

Water and Sewer Service

Since the existing water and sewer systems will serve existing development as
well as the proposed project, the analysis should indicate the present condi-
tion of the systems and whether there is adequate available capacity to serve 5.25
the additional needs of the project.

Construction

Measures to prevent damage to the adjacent Heritage Apartments from excavation
for the underground garage should be described in the Final EIR. 5.26

Measures to prevent polluted runoff from the site into the harbor from site
watering or the application of calcium chloride to control dust emissions, as 5.27
well as from site clearance activities, also should be described.

We trust that the above comments will be helpful in the preparation of the Final EIR and look forward to the opportunity to review that document when it is made available.

Sincerely,

Paul Reavis

Paul Reavis
Assistant Director for
Engineering and Design Services

cc: Clippership Wharf Limited Partnership

AW5/P/110586/4

LETTER # 5
BOSTON REDEVELOPMENT AUTHORITY

| | | |
|---|---|---|
| (5.1) | TOPIC: | VISUAL QUALITY |
| | COMMENT: | Explore design alternatives--such as additional setbacks or building realignment--to enhance views of open space, the harbor, and downtown as seen from outside the project, especially from Lewis Mall. |
| | RESPONSE: | The process of design revision since the Draft EIR has involved extensive consultation with the BRA, the East Boston PZAC, state agencies and other interested parties. Chapter IVB, Visual Quality, describes and illustrates how the project and reultant views have been enhanced since the publication of the Draft EIR. |
| (5.2) | TOPIC: | VISUAL QUALITY |
| | COMMENT: | Consider alternatives to encourage greater use of public open spaces. |
| | RESPONSE: | The currently proposed open spaces at Clippership Wharf will provide a variety of opportunity for public use. A proliferation of waterfront parks, plazas, lawns, pavilions, walkways, and water-related activities will contribute to public use of the site's open spaces. This issue is discussed in detail in Chapter IVC, Public Access. |
| (5.3) | TOPIC: | VISUAL QUALITY |
| | COMMENT: | Move Hines & Smart closer to the site's western boundary. |
| | RESPONSE: | Since the publication of the Draft EIR, the Hines & Smart lobster facility has been relocated adjacent to the western perimeter of the site, as suggested. |
| (5.4) | TOPIC: | VISUAL QUALITY |
| | COMMENT: | Comply with Harborpark setback requirements of 35 feet from the seaward end of piers. |

RESPONSE: Although the project is not located within the Harborpark IPOD, the Proponent has attempted to meet the principal objectives of the Harborpark design standards. Although in most cases a 35-foot setback is achieved, in two cases (limited portions of Buildings #3 and #5) the setback is somewhat less. It should also be noted that Building #4 has been relocated to a position well over 200 feet from the waterfront, creating a new one-acre part at the water's edge.

---

(5.5) TOPIC: VISUAL QUALITY

COMMENT: Step buildings back at both ends.

RESPONSE: As shown in the views shown in Chapter IVB, Visual Quality, the buildings step down both toward the water and toward the Heritage Apartments.

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(5.6) TOPIC: TRANSPORTATION

COMMENT: Describe measures to achieve a lesser dependence on automobile use.

RESPONSE: The project is to be constructed within a five minute walk of a major transit station (Maverick) within one stop of downtown Boston, and is expected to derive a significant (50 percent) transit peak period ridership. The project will provide for a water ferry and to downtown Boston.

---

(5.7) TOPIC: TRANSPORTATION

COMMENT: Describe measures to improve transit capacity.

RESPONSE: The Proponent cannot specifically improve publicly-owned transit facilities but will work with the MBTA to promote transit ridership by site users.

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(5.8) TOPIC: TRANSPORTATION

COMMENT: Discuss mitigation measures to address traffic conditions in Central Square and Maverick Square.

RESPONSE: The project Proponent has agreed with the Boston Transportation Department to develop a detailed examination of this intersection and to provide the resources for traffic signalization of this intersection if that is determined to be the proper solution. In addition, the Proponent will work with the City in determining what level of improvements are required at the Central Square intersection.

---

(5.9) TOPIC: TRANSPORTATION

COMMENT: Describe parking arrangements, including the availability of the garage for guests, garage fees, potential for off-site on-street parking.

RESPONSE: It is noted that all of the underground garage spaces will be for residents only. The costs of on-site parking will be included in the cost of the condominium units. There will be no fees charged for parking for site visitors. The specific intent of the development is to not encourage off-site parking.

---

(5.10) TOPIC: TRANSPORTATION

COMMENT: Describe management and control of commuter/water shuttle parking.

RESPONSE: The project Proponent will construct on-site facilities for the berthing of a water shuttle. No water shuttle parking will be provided. This issue is discussed in Chapter IVD, Water-Related Activities.

---

(5.11) TOPIC: TRANSPORTATION

COMMENT: Pg. IV A-5 (para. 3): The Sumner/Callahan tunnel volumes appear to be total north-south volumes (see

Exhibit IV A-2) rather than separate north and south volumes.

RESPONSE: These have been corrected in this Final EIR document.

---

(5.12) TOPIC: TRANSPORTATION

COMMENT: Pg. IV A-6 (last para.): Transit travel time to downtown Boston should be 5 minutes or less, not 10 minutes.

RESPONSE: This comment is correct and has been included in this Final EIR document.

---

(5.13) TOPIC: TRANSPORTATION

COMMENT: Ex. IV A-12/13: The number of trips into and out of the site needs to be rechecked, particularly for the PM peak hours (project-generated and no-build totals do not always equal build volumes).

RESPONSE: The volumes in this Final EIR have been rechecked and revised as appropriate.

---

(5.14) TOPIC: TRANSPORTATION

COMMENT: Table IV A-5: Sumner at Orleans shows reserves capacities of 481-526 but a LOS of F, which obviously is incorrect. This discrepancy should be corrected in the Final EIR.

RESPONSE: This has been corrected in this Final EIR document.

---

(5.15) TOPIC: TRANSPORTATION

COMMENT: Table IV A-6: Sumner at Orleans shows a negative ARC but a LOS of B; this discrepancy should be explained. Also, should the 1990 no-build ARC be 371 rather than 391 (see Draft EIR Appendix B)?

RESPONSE: This has been corrected in this Final EIR document.

---

(5.16) TOPIC: TRANSPORTATION

COMMENT: Table IV A-7/8: The volumes given here do not seem to agree in all cases with volumes shown on Exhibits IV A-3, 4, 10, 11, 12, 13 (especially at the site entrance).

RESPONSE: The volumes have been corrected in this Final EIR document.

---

(5.17) TOPIC: TRANSPORTATION

COMMENT: pp. IV A-31 of Draft EIR: It appears that the traffic volumes comparisons show net increase of development over no-build (this should be confirmed). If so, the net increase for the Jeffries Point area should be 0-15, not 0-60.

RESPONSE: The volumes have been corrected in this Final EIR document.

---

(5.18) TOPIC: PUBLIC ACCESS

COMMENT: Indicate the percentage of open space actually usable by the public, as opposed to private or vehicular space.

RESPONSE: The percentage of open space on site, excluding private space and space accessible by vehicles is approximately 47 percent. If the Lewis Mall Extension is included, this Figure is approximately 53 percent (percentage of the total land area plus the Lewis Mall Extension).

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(5.19) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Examine potential for conflict between marina traffic and commercial maritime traffic.

RESPONSE: This issue is addressed in detail in Chapter IVD (Water Related Activities).

(5.20) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Describe a program for coordination of water shuttle service with other developments, including schedules, routes and destinations.

RESPONSE: The issue of coordination of scheduling, routes, destinations and market-rate fares of the Clippership water shuttle service with other Inner Harbor shuttles is discussed in Chapter IVD, Water Related Activities.

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(5.21) TOPIC: PUBLIC ACCESS

COMMENT: Proponent should contribute to extension of Lewis Mall.

RESPONSE: The Proponent will build and maintain the entire Lewis Mall Extension from Marginal Street to the waterfront. It will be landscaped with rows of trees, lawns, and a pedestrian walkway. This mall extension will create uninterrupted pedestrian access to the waterfront from Maverick Square. Chapter II, Project and Area Description, discusses this pedestrian mall.

---

(5.22) TOPIC: CONSTRUCTION

COMMENT: Describe rodent control program during excavation.

RESPONSE: Prior to demolition, the Proponent will implement a pest control program to be administered by a licensed pest control contractor. Rodent control measures will be in place prior to, during, and following construction activities. The rodent control program will fully comply with pertinent City and State regulations.

---

(5.23) TOPIC: WATER QUALITY

COMMENT: Describe maintenance of oil/water separators.

RESPONSE: The proposed oil/water separators will be designed to separate gas, oils and other floatables from the stormwater by allowing these materials to rise to a permanent water surface within the separator structure and to be contained by the walls of the structure.

Maintenance of the oil/water separators will consist of periodically entering the structure and skimming off the undesirable materials, typically using a vacuum-type machine. Further, because stormwater often carries with it sand and silts, which tend to settle out at the bottom of each structure, the oil/water separators will also require periodic removal of materials accumulated at the structure's bottom. This is in accordance with the Commonwealth of Massachusetts Gas, Fuel and Plumbing code which states that "interceptors and separators shall be maintained in efficient operating condition by periodic removal of accumulated grease, scum, oil or other floating substances and solids deposited in the bottom of the interceptor or separator."

The frequency of maintenance at the oil/water separators is mostly dependent upon site conditions. If the site, as a whole, is kept clean, a lesser amount of undesirable materials will be conveyed to the oil/water separators and the need for maintenance will be reduced.

As a guide, each oil/water separator will be inspected, and cleaned if needed, on a monthly basis for the first year of operation. Based on the findings of these monthly inspections, a less frequent maintenance cycle may be established. As a minimum, each oil/water separators will be cleaned and desilted at least once a year= and immediately after any known spill of gas and/or oils.

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(5.24) TOPIC: WATER QUALITY

COMMENT: Indicate whether sewage pump out facilities for boats will be provided on-site.

RESPONSE: Sewage pumpout facilities for boats will be provided at the marina site.

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(5.25) TOPIC: WATER AND SEWER SERVICE

COMMENT: Describe existing condition of water and sewer systems, and determine available capacity to serve project.

RESPONSE: Issues of the condition and capacity of water and sewer infrastructure in the project area are addressed in the response to Comment #11.5.

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(5.26) TOPIC: CONSTRUCTION

COMMENT: Describe measures to prevent construction-related damage to Heritage Apartments.

RESPONSE: Possible reasons that construction-related damage to Heritage Apartments could develop would include:

- Ground vibrations generated during pile driving.
- Settlement due to consolidation of clay soils as a result of dewatering.
- Heave of the clay soils due to displacement of soil during pile installation.

However, no damage to the Heritage Apartments is expected to occur for the following reasons:

a. Ground Vibrations - Vibration levels during installation of test piles will be monitored with an engineering seismograph to determine the magnitude of the vibration level anticipated during construction. Should levels be monitored which exceed acceptable design criteria, pile installation procedures will be modified to reduce vibrations to acceptable levels.

b. Consolidation Settlement - Consolidation of clay soils and resulting settlement can be the result of long-term dewatering of the clay stratum. The proposed parking garage excavation sequence has been developed to limit the required dewatering operations by the installation of impermeable barriers (interlocking steel sheet piles and slurry trench cutoff wall) to limit flow of groundwater into the excavation. Groundwater levels around the excavation will be monitored in a series of groundwater observation wells to document that water levels are being maintained during construction. In addition, settlement of the Heritage Apartment Building will be monitored periodically during construction to document that no settlement is occurring.

c. Ground Heave - Displacement of ground due to the installation of pile foundations will be monitored as a routine part of pile installation. Optical surveys will be completed on recently installed piles to document that heave or displacement does not occur. In addition, optical settlement surveys will be completed on the Heritage Apartment Buildings to provide additional documentation. Should pile heave be observed during construction, pile installation procedures will be modified to minimize and prevent heave. Such measures may include a revised pile installation sequence or pre-augering at each pile location prior to pile driving.

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(5.27) TOPIC: CONSTRUCTION

COMMENT: Describe measures to prevent polluted runoff from site dewatering, application of calcium chloride, and site clearance.

RESPONSE: The application of water to the ground during construction to minimize fugitive dust emissions will not result in any appreciable runoff from the site. In such instances water is applied only in a fine spray and only to the extent needed to wet the dry surfaces. To prevent water pollution during rain events, no calcium chloride will be used at this site. Silt curtains and settling basins will be utilized to mitigate potential effects of site-dewatering.

LETTER 6

**Boston**
Raymond L. Flynn, Mayor

10 November 1986

James S. Hoyte, Secretary
Executive Office of Environmental Affiars
100 Cambridge Street
Boston, Massachusetts 02202

Re: EOEA #5866
Clippership Wharf

Dear Mr. Hoyte:

The Boston Transportation Department is pleased to submit the following comments on the Draft Environmental Impact Report for the Clippership Wharf project in East Boston.

The draft EIR responds in large part to the comments and concerns we submitted during the initial project review period in March. The project has improved significantly since then, and we would like to compliment the proponents for their efforts in this regard.

We still have a number of questions and concerns about the project, as follows, which the final EIR should address.

Parking

As the draft EIR indicates, on-street parking in the area is limited. Maverick Square is an active commercial and transit center, with short-term shoppers and all-day commuters competing for space.

o The project will provide 525 parking spaces for residents and visitors, or 1.3 per unit. While we believe that this will help alleviate potential parking problems, a new citywide policy seeks a ratio of 1.4 spaces per unit. We urge the developer to meet this goal by increasing the number of spaces to 560. 6.1

Richard A. Dimino, Commissioner, Traffic and Parking
City of Boston/City Hall Square/Boston, MA 02201

## Parking (continued)

- The developer plans to make 35 parking spaces available for Hines & Smart customers, marina users, and the general public. The final EIR should demonstrate the sufficiency of this supply. Given the high demand for parking in the area, how will the proponents ensure that the spaces remain available for these groups? 6.2

- Does the parking area for Hines & Smart provide enough room for loading activities? 6.3

## Traffic

- As the draft EIR indicated, Massport's East Boston Piers 1-5 may be developed by 1990. The final EIR should indicate the impact of industrial traffic on residential development. 6.4

- The draft EIR indicates the possibility of providing shuttle service to Logan Airport if necessary. Given airport traffic and parking problems on both sides of the Sumner/Callahan tunnels, we believe that the final EIR should explore this idea further. 6.5

## Water transportation

We appreciate the commitment of the proponents to proivdie a water shuttle at the side and to coordinate these efforts with other public agencies working in this area.

- The final EIR should contain at least a preliminary feasibility analysis of providing a water shuttle at the site. 6.6

- Pier and bulkhead design should accommodate a variety of vessels to ensure compatibility with other water transportation sites in the harbor. 6.7

Thank you for this opportunity to comment.

Sincerely,

Richard A. Dimino
Commissioner

RAD/SB
4381T

## LETTER #6
## BOSTON TRAFFIC AND PARKING DEPARTMENT

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(6.1) TOPIC: TRANSPORTATION

COMMENT: Project provides 525 spaces for residents and visitors, or 1.3 per unit. Provide 560 spaces, or 1.4 per unit.

RESPONSE: As described in Chapter IVA (Transportation), the parking plan and parking management plan has been developed in agreement with the East Boston Planning and Zoning Advisory Committee, and has been reviewed by the BRA and City Transportation Department. The PZAC has stated that this plan provides adequate parking given the proximity of a transit station.

---

(6.2) TOPIC: TRANSPORTATION

COMMENT: Demonstrate adequacy of the 35 public parking spaces, and describe means by which they will remain available to the public.

RESPONSE: The parking management plan developed in conjunction with the PZAC provides for total of 95 surface parking spaces which are managed by the Proponent to serve a variety of on-site uses. The Proponent's on-site staff will monitor use of parking spaces to ensure compliance.

---

(6.3) TOPIC: TRANSPORTATION

COMMENT: Does the parking area for Hines & Smart provide enough room for loading?

RESPONSE: Analysis of the redesigned geometry of this area indicates that Hines & Smart will have sufficient loading space. The design of the new Hines & Smart facilities calls for the provision of a two-bay loading dock.

---

(6.4) TOPIC: TRANSPORTATION

COMMENT: Describe the impact of future industrial traffic from Massport Piers 1-5 on residential development.

RESPONSE: The Lobster Pier and Park proposal has been included in the other development traffic growth (with the Boston Shipyard) for the Final EIR analyses.

---

(6.5) TOPIC: TRANSPORTATION

COMMENT: Explore the possibility of providing shuttle bus service to Logan Airport further.

RESPONSE: The feasibility of this service has been explored by the Proponent, and is not currently proposed, due largely to the immediate proximity of a Blue Line transit station.

---

(6.6) TOPIC: TRANSPORTATION

COMMENT: Provide a preliminary feasibility analysis for the water shuttle.

RESPONSE: The project Proponent will construct on-site facilities for the berthing of a water shuttle. The Proponent will participate with other public or private groups in providing for water shuttle service or, will so provide such service directly, if required. This issue is described in greater detail in Chapter IVD, Water-Related Activities.

---

(6.7) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Design pier and bulkhead to accommodate a variety of vessels to ensure compatibility with other water transportation sites.

RESPONSE: This issue is discussed in detail in Chapter IVC, Water-Related Activities, of this Final EIR.

# LETTER 7

City of Boston
The Environment
Department

oston City Hall/Room 805
oston, Massachusetts 02201
17/725-4416 or 725-3850

November 7, 1986

James Hoyte, Secretary
Executive Office of Environmental Affairs
100 Cambridge Street
Boston, MA. 02202

ATTN: MEPA Unit, Nancy Baker
RE: EOEA #5866, Draft Environmental Impact Report Clippership Wharf

Dear Secretary Hoyte:

The City of Boston Environment Department has reviewed the Draft Environmental Impact Report on Clippership Wharf and submits the following queries and comments.

1. The Governor and the Mayor's position on housing on tidelands is that it should include at least some low and moderate income units. We would like to see some units for low and moderate income levels including families, included in the development plan in the final EIR. 7.1.
2. According to the map on page III-12 there is about fifty feet of public access along the waterfront in front of building D. Since this site offers great views across the water to downtown Boston, we feel that there should be at least another one hundred feet of access along the waterfront. This could be accomplished by moving building D back towards land by one hundred feet. 7.2
3. Is the proposed marina still located as shown in the drawing on page III-12 or has it been moved. If it has been moved, what if any are the changes in the amount of dredge spoils or the configuration of the marina? 7.3
4. There are many new developments going in on the waterfront and many of them are including ferry docks or terminals in the development. The bulkhead should be designed to accommodate many types of vessel. We would also like the proposed ferry dock at Clippership Wharf to be built to accommodate the many different types of boats that will be used for water transportation in the Harbor. 7.4
5. In the Final EIR we would like to see an explanation of who is going to maintain the public open areas. 7.5
6. Is the entrance ramp to the garage an open air structure. If so can the ramp be shortened and more vegetated open space be created? 7.6
7. Please evaluate the possibility of pulling the piles instead of cutting them off at the mudline. 7.7

Sincerely,

L.M. Downey

L.M.Downey
Director, Environment Department

Air Pollution Control, Boston Art, Back Bay Architectural, Beacon Hill Architectural, Boston Landmarks and the Conservation Commissions

LETTER # 7
BOSTON ENVIRONMENT DEPARTMENT

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(7.1) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Include housing units for low and moderate income levels and for families.

RESPONSE: Since the Draft EIR was submitted, plans for the provision of affordable housing have been finalized, and have been endorsed by the East Boston Planning and Zoning Advisory Committee (PZAC). These plans now call for the provision of 55 affordable units on-site, including both rental and condominium housing. The East Boston PZAC and the Proponent believe that creation of 55 units of affordable housing is an important community benefit that serves a proper public purpose, consistent with the intent of Chapter 91.

---

(7.2) TOPIC: PUBLIC ACCESS

COMMENT: Move Building D back toward land by 100 feet, providing more waterfront access.

RESPONSE: A variety of revisions of the site plan have been incorporated since the Draft EIR with the objective of providing more waterfront access. On the basis of City and community input, the greatest increase in waterfront access has occurred at the end of Building #4 (Draft EIR Building A) rather than at the location requested here. Building #4 has been relocated to a position well over 200 feet from the waterfront, creating a new one-acre park at the water's edge (see Exhibit III-4).

---

(7.3) TOPIC: WATER QUALITY

COMMAND: If marina location has changed since the Draft EIR, describe new marina configuration and any changes in amount of dredging.

RESPONSE: The marina plan has been changed since the Draft EIR, and now requires no dredging. Site plans provided throughout this Final EIR illustrate the new marina plan.

(7.4) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Design the bulkhead and ferry dock to accommodate many types of vessels.

RESPONSE: This issue is discussed in detail in Chapter IVD, Water-Related Activities.

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(7.5) TOPIC: PUBLIC ACCESS

COMMENT: Indicate who will maintain public open space areas.

RESPONSE: The Proponent will maintain publicly accessible open space areas on-site, as well as the extension of the Lewis Mall adjacent to the site, the improvements to which will also be borne by the Proponent.

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(7.6) TOPIC: PUBLIC ACCESS

COMMENT: If the garage ramp is an open air structure, can it be shortened to provide more vegetated open space?

RESPONSE: The garage ramp has been shortened by 20 feet. It will be visually screened by a vine-covered overhead trellis.

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(7.7) TOPIC: CONSTRUCTION

COMMENT: Evaluate the possibility of pulling piles instead of cutting them at mudline.

RESPONSE: It is currently believed that clipping piles rather than pulling, is the most environmentally sound approach. In addition, the process of extracting piles leaves open voids in the underlying sediments and soils which provide support to the adjacent granite block seawalls. The resulting disturbance to the soils which support these seawalls may be sufficient to cause instability and possibly failure of the seawall structures which are to remain part of the shore protection structures for the project.

**LETTER 8**

City of Boston
The Environment
Department

Boston City Hall/Room 805
Boston, Massachusetts 02201
617/725-4416 or 725-3850

November 5, 1986

James Hoyte, Secretary
Executive Office of Environmental Affairs
100 Cambridge Street
Boston, MA 02202

ATTN: MEPA UNIT #5866
RE: CLIPPERSHIP WHARF

Dear Mr. Secretary:

The Harborpark Advisory Committee (HPAC) has reviewed the Draft Environmental Impact Report for the Clippership Wharf Project in East Boston and offers the following comments regarding this development.

We would like to compliment the proponents for their efforts in modifying their plan to meet the concerns of the Committee. HPAC feels that the latest proposal is greatly improved over the original, however, the Committee has not formally voted approval of this development and there remain significant areas of importance which need to be addressed.

1. The Boston Redevelopment Authority will soon recommend the designation of the Boston Waterfront as an Interim Planning Overlay District (IPOD). This would impose certain building restrictions and public access requirements on new waterfront developments.

   The Harbopark Advisory Committee contends that this project should comply with the proposed IPOD zoning changes and will therefore evaluate this project in the context of the following restrictions:

   a) 55' height restrictions within 100' of the water
   b) 35' building set back from the waters edge 8.1
   c) 24 hour public access zones around perimeter of the site and along the Harborwalk for fishing and strolling.

2. HPAC has consistently maintained that parking on tidelands does not constitute a proper public purpose. The Committee supports construction of underground parking facilities, but feels that the proposed 75 above grade spaces be controlled in such a way as to accomodate vehicles for the public who wish to visit the site. 8.2 HPAC is opposed to guard shacks or chain gates which would lend the impression that the public is not welcome. We are pleased to note that the present generation of the project does not include these obstacles to the public and urge this to continue to be the case in the final project design

Air Pollution Control, Boston Art, Back Bay Architectural, Beacon Hill Architectural, Boston Landmarks and the Conservation Commissions

3. HPAC recommends that the bulkhead and pierheads be universally
   designed to accomodate small boats or larger vessels and thus
   create a more active use of the water sheet for visitors to the 8.3
   museum, the lagoon and water taxi terminal. We appreciate the
   committment in the draft to water transportation and the efforts
   of the developer to work with the many public agencies to provide
   a workable service in the Inner Harbor

4. As a proper public purpose in tidelands licensing, both the city
   and state have supported inclusionary zoning in waterfront
   developments. HPAC requests that a number of units be set aside
   for low or moderate income residents. Because this development
   consists of 1 and 2 bedroom units, we also recommend that 3 8.4
   bedroom units be made available to incorporate families into this
   area.

5. As the property is zoned W-2, HPAC supports continued operation of
   the Hines and Smart lobster facility currently at the site. The
   proponent should be well aware of any noxious odors, noise, or
   truck or boat traffic associated with this type of business and
   therefore, be prepared to anticipate and mitigate any problems
   which may arise between residents, marina members, and Hines and 8.5
   Smart, Inc. The proponent might also consider special short term
   boat slips near the facility for boaters who wish to purchase 8.6
   lobster from a retail portion of the facility. The Secretary
   should be aware that some members of HPAC are opposed to a W-2
   zone being used for residential purposes. This area of East
   Boston is currently under review and it is felt by some Committee
   members that a residential community would not be compatible with
   expanded waterfront industrial uses at Piers 1-5.

6. Wave barriers, break waters, or attenuation devices should be
   considered in the design and construction of the marina. 8.7
   Construction and use of this development should in no way restrict
   or preclude activities or be counter productive to the normal
   operating activities of commercial boat traffic in Boston Harbor. 8.8

7. Any recreational amenities of this project such as tennis courts
   and pools should be available for use by all residents of the 8.9
   surrounding community.

Thank you very much for this opportunity to comment.

Sincerely,

LM Downey

L.M.Downey
Chair, Harborpark Advisory Committee

cc: Stephen Coyle
East Boston PZAC

LMD/JM/sef

## LETTER #8
## HARBORPARK ADVISORY COMMITTEE

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(8.1) TOPIC: VISUAL QUALITY

COMMENT: Project should comply with requirements of waterfront IPOD, including 55' height within 100' of the water, 35' setback from water's edge, and 24 hour public access.

RESPONSE: Building setbacks and heights are shown in Exhibit III-4. The project site is not located within the Harborpark IPOD. The site is located within the proposed East Boston IPOD, which is currently being reviewed by the community. The planning process for the Clippership Wharf project, since submission of the Draft EIR, has been conducted in concert with the East Boston Planning and Zoning Advisory Committee (PZAC), originally formed as a local review and advisory body in conjunction with the City's comprehensive zoning review of the East Boston area. The East Boston PZAC has endorsed the Clippership Wharf project as currently proposed.

---

(8.2) TOPIC: TRANSPORTATION - PARKING

COMMENT: Control at-grade parking to accommodate public and visitors, but avoid use of guard shacks or chain gates.

RESPONSE: The parking management plan developed in conjunction with the PZAC provides for a total of 95 parking spaces which will be managed by the Proponent to serve a variety of on-site uses. The Proponent's on-site staff will monitor use of parking spaces to ensure compliance. Guard shacks and chain gates are not planned.

---

(8.3) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: In order to create more active use of water, design pierhead and bulkhead to accommodate small and/or large vessels.

RESPONSE: This issue is discussed in detail in Chapter IVD, Water-Related Activities in this Final EIR.

---

(8.4) TOPIC: MISCELLANEOUS

COMMENT: Set aside housing units for low and moderate income residents, and provide three-bedroom units for families.

RESPONSE: Fifty-five affordable on-site units will be provided. Twenty will be affordable condominiums and 35 will be rental apartments. Approximately, 17 three-bedroom residential units will be available.

---

(8.5) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Be prepared to mitigate potential conflict between residents, marina users and Hines & Smart.

RESPONSE: Project planning has been conducted so as to avoid such conflicts. By moving the Hines & Smart building to the western perimeter of the site, it is distant from most residential buildings on-site. The marina configuration has been designed to allow for easy navigation for Hines & Smart boats, and the on-site vehicular circulation system provides efficient truck access to Hines & Smart. The marina manager and the condominium owners association will be primarily responsible for coordinating with Hines & Smart to resolve any potential conflicts.

---

(8.6) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: Consider provision of slips for short-term use while purchasing lobster.

RESPONSE: The four transient slips are provided in the marina.

---

(8.7) RESPONSE: WATER-RELATED ACTIVITIES

COMMENT: Consider use of wave barriers, breakwaters, or attenuation devices in the marina.

RESPONSE: A wave attenuator has been incorporated into plans for the marina. This issue is discussed in detail in Chapter IVD, Water-Related Activities in this Final EIR.

(8.8) TOPIC: WATER-RELATED ACTIVITIES

COMMENT: The development should not preclude or detract from commercial boat traffic in the area.

RESPONSE: This issue is discussed in detail in Chapter IVD, Water-Related Activities in this Final EIR.

(8.9) TOPIC: PUBLIC ACCESS

COMMENT: Make any recreational facilities in the project available to public.

RESPONSE: Recreational facilities at Clippership Wharf which will be available to the public will include a marina, community boating facility, a water-shuttle, three sheltered pavilions, the Lewis Mall Extension, a one-acre open space at the water's edge, a waterfront plaza, and several lawns. A 2,000 square foot indoor community room will be available for functions such as meetings or parties.

Boston Water and
Sewer Commission

10 Post Office Square
Boston, Massachusetts 02109
617-426-6046

**LETTER 9**

November 4, 1986

Secretary James Hoyte
Executive Office of Environmental Affairs
20th floor
100 Cambridge Street
Boston, Massachusetts 02202

Attention: MEPA Unit

RE: Clippership Wharf
Draft EIR
(EOEA #5866)

Dear Secretary Hoyte:

The Boston Water and Sewer Commission has reviewed the Draft Environmental Impact Report submitted for the above-referenced project.

Upon completion of our review, we find that the Draft EIR accurately describes the existing and proposed water, sewer and drain facilities related to this project. **9.1**

Please contact me if you have any questions regarding the above comments.

Very truly yours,
Charles Button
Charles Button, P.E.
Chief Engineer

CB/FD/gf

LETTER #9
BOSTON WATER AND SEWER COMMISSION

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(9.1) TOPIC: WATER AND SEWER SERVICE

COMMENTS: Draft EIR analysis is adequate.

RESPONSE: No response is warranted.

## LETTER 10

144 Sumner St.
East Boston, Mass.
9 November 1986

Nancy Baker
MEPA Unit
100 Cambridge St.
Boston, Mass.
02202

RECEIVED
NOV 12 1986
OFFICE OF THE SECRETARY OF
ENVIRONMENTAL AFFAIRS

Dear Ms. Baker,

As the Acting Chairperson of Capable, an East Boston coalition of community organizations focused on the development issues in East Boston, I state opposition to the proposed pla called Clippership Wharf.

Capable believes that there will an adverse environmental impact in the areas of:

traffic
views
density
public good.

The East Boston neighborhood has areas of gridlock during heavy traffic times in the morning, late afternoon and evening hours. Of course a lot of the traffic comes fr the airport and North Shore people who are using the tunnels. Others who go to the dog and horse tracks and to the North shore beaches cause traffic congestion in East Boston as well. In spite of good T connections to the airport and rapid transit service as far as Wonderland in Revere and a good train service to Rockport and all stops along the way, our residential streets are clogged with traffic.

So when the D.E.I.R. for
Clippership Wharf describes the
Maverick T stop and a ferry
connection as a mitigating
measure for possible auto traffic
negative impact, I still object to
the addition of so many 10.1
more cars being located in the
neighborhood and having to use
our streets and roads to get in
and out on a constant basis..
The additional impact on the quality
of our air concerns me as well. 10.2

Even though the developers think
hat the height of the buildings i
low, we in the neighborhood
believe that 9 story buildings
along the waterfront are intrusi
and obstructive to our views of 10.3
the harbor. The Community planne
the Heritage apartment complex so
that the senior citizens who live
there would enjoy the harbor view.
The people who live in the adjacen
neighborhood also value the views
across the harbor to Boston
Charlestown and Chelsea. We
don't believe it's in our interest to
have the same kind of develop
density and obstruction that
the people along Atlantic Ave have
on their side of the harbor. To have
so many units massed together
at such heights creates a barrier
between the existing neighborhood
and our beautiful harbor.

In East Boston, as well as in the rest of the city, there is a housing crisis. People and families are homeless and/or living in terrible conditions. Others must live in temporary shelters, in less than good conditions because they have no apartment that is affadable to them.

Many have been evicted from apartments and houses in neighborhoods like East Boston where the property is "hot". Speculators and people with money buy three deckers and raise the rents to prices not affadable to ordinary, working people. The families are then forced to find less expensive housing - which is getting to be almost impossible.

The new housing that is being made in East Boston at the Sunbell factory, the old Mt Carmel School and at the old Chapman

School are beyond the reach of a lot of East Boston residents. To add 475 more units for people who have money is not meeting the real needs of working class and poor people who are the victims of the current housing crisis.

People with money have all the choices in the housing market. People with money may choose to live on the waterfront, in the country in the city or wherever else they so desire. Their options are also unlimited ones. Ordinary people who live in neighborhoods like East Boston and who have children are the ones who are in need of decent affordable housing.

Even though the Federal Government has severely cut back on subsidy programs, the effort must be made by city, state and private developers to address the problem 10.4
of affordable housing before they

allow the available land to be used for expensive housing and marinas. The public purpose is not being served if an exclusive enclave is created for those with money on the choice waterfront properties in this community. We have a moral and ethical responsibility to meet the needs of all people, not just the financial needs of developers and the housing needs of the monied class.

It is a good idea on the part of this developer to offer a "social service" package to Crossroads, Daily Bread and some other agencies Crossroads does a good job for providing temporary shelter to needy people and families. But the real solution is to create permanent housing in this community for people with limited resources. And creating a few units here and a few there is not the solution. We need to have all the energy and creativity of our political, civic and business leaders directed in an emergency climate approach to immediately devise a plan to house everyone who needs it.

This is a country and a state and city of vast wealth, technical and human genius. Surely there is the ability to address and resolve the housing crisis where there is the will to do it. As Sister Corita Kent says:

"House is the right of all, not the privilege of some."

People in East Boston have seen the annihilation of the old West End, the gentrification of the North and South Ends and Charlestown. We have

seen the yuppie invasion of
old neighborhoods in Boston.
The character of neighborhoods
like East Boston has changed
with the original citizens being
displaced against their will and
other people like themselves
unable to settle in decent, low
cost housing and raise their fami
While East Boston should be
an open community and have some
limited "market rate" housing, the
priority is for affordable housing for
present and future residents.
Until the need for affordable
housing is met, and there are
no families walking the streets
and living in shelters, and
living in fear that their housing
will disappear because of
excessive rent hikes, condo
conversion and real estate
speculators, there is no

room for hundreds of market rate housing units on our valuable parcels and so little open land.

In addition, our already congested residential community needs open space to breathe and 10.5 recreate and enhance our crowded neighborhoods. The aesthetic and housing and recreational needs of people already here must be given priority over the needs of real estate developers who don't know the need of lack of adequate housing or the experience of living in fear that they may be without a home for their family any day.

Sincerely,

Mary Ellen Welch

## LETTER #10
## COALITION ABOUT PLANNING A BETTER LIVING ENVIRONMENT

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(10.1) TOPIC: TRANSPORTATION

COMMENT: Objects to the addition of new traffic on already congested neighborhood street.

RESPONSE: Analysis of projected automobile traffic volumes for the year 1990 indicate that the project will result in only minor effects to roadway and intersection operating conditions during peak periods. This issue is discussed in detail in Chapter IVA, Transportation of this Final EIR.

---

(10.2) TOPIC: AIR QUALITY

COMMENT: Concerned regarding air quality effects.

RESPONSE: The principal effects of additional traffic volumes will be at the site access intersections, which will continue to have excellent levels of service (LOS "A") in the future even with the Clippership Wharf development. Air quality problems from traffic only occur when the level of service is poor. Since that is not the case here, no project-related adverse effects on neighborhood air quality are forecast.

---

(10.3) TOPIC: VISUAL QUALITY

COMMAND: Objects to obstruction of views.

RESPONSE: The project has been redesigned subsequent to the Draft EIR to minimize obstructions to views and to maximize visual corridors. A major new visual corridor has been created since the Draft EIR by opening up a view down Marginal Street that extends to the Bunker Hill Monument and Charlestown. The creation of the new one-acre open at the water's edge space will facilitate views to the waterfront from the Maverick Square area. The other views provided by the project are described with accompanying illustrations in Chapter IVB, Visual Quality.

| | | |
|---|---|---|
| (10.4) | TOPIC: | MISCELLANEOUS |
| | COMMAND: | Project should be comprised of affordable housing. |
| | RESPONSE: | There will be 55 affordable residences within the project. There will be 20 affordable condominiums and 35 affordable apartments. |

| | | |
|---|---|---|
| (10.5) | TOPIC: | PUBLIC ACCESS |
| | COMMENT: | The community needs more open space. |
| | RESPONSE: | A great deal of open space has been added since the Draft EIR in the form of lawns and parks--specifically, the Lewis Mall Extension and a new one-acre open space at the water's edge. The site, with the Lewis Mall Extension, will be approximately two-thirds open space. |

Jeffries Point Harborside Neighborhood
Association

11 November, 1986

The Commonwealth of Massachusetts
Department of Enviromental and Quality Engineering
100 Cambridge Street
Boston, Massachusetts 02202

Attention: Mr. James S. Hoyte, Secretary

Re: DRAFT ENVIROMENTAL IMPACT REPORT, EOEA #5866
CLIPPERSHIP WHARF
East Boston, Massachusetts

Dear Secretary Hoyte;

The Jeffries Point Harborside Neighborhood Association (JPHNA) requests that you deny the adequacy of this report Draft Enviromental Impact Report for the following reasons.

First, and foremost, the least that should be granted is an extended comment period. To date the developers of the Clippership Wharf development have refused to meet with concerned community organizations; including The JPHNA, The East Boston Land Use Advisory Council, or The Planning and Zoning Advisory Council; until after the comment period has expired. The JPHNA would like to have the revised development plan presented by the developers before the expiration of the comment ~~period for this~~ document.

However, after reviewing the referenced document, without benefit of direct question or comment to the developers, The JPHNA identified the following deficiencies of the proposed Clippership Wharf project. Other concerns will be brought up at a future time if this project is allowed to proceed.

Our organization feels that The Clippership Wharf Development does not meet the public purpose of Chapter 91 in that the housing portion is far above the affordability of the East Boston residents. The number of "affordable" units does not begin to address the needs of the community. 1

The JPHNA is extremely concerned about the traffic impacts and cannot accept the traffic analysis as reported in this DEIR as accurate. Although this project purports to have little significant impact, it should be analized including probable similar developments on nearby vacant parcels. How do the residents of 400+ units of housing get to market --Not by water or by the MBTA. Existing traffice conjestion has already caused the Boston Traffice and Parking Department to 1

initiate a traffic analysis of the area. We request that the analysis 11.3
be completed before this project is allowed to proceed. One more
automobile is intolerable. None of the traffic mitigation measures
address vehicular conjestion.

Another concern is the base height of the project in relation to the 11.4
100 year flood zone and the potential problem of aggravating existing
conditions of flooding and sewer overflows in nearby buildings.

Also not accurately addressed is the condition of various public
utilities, including water, sewer, (page IV H-13 of the DEIR identies 11.5
existing problems) in addition to gas and electricity. Since all of
these services are well over 100 years old, the area experiences
flooding on a fairly regular basis, sewer overflows, and gas
explosions. Although the size of the pipes may be large enough for
the proposed increased flow, the age and condition of the pipes is not
addressed. The electric problem is not addressed at all, but
considering the existing insufficient electric service after recent
development in The South End of Boston, we feel strongly that East
Boston's service has not been modernized to meet this project's
increase in demand. The JPHNA recommends this and any future projects
be denied unless and until these services can be deemed adequate in
all aspects.

A further inadequacy of the report concerns construction impacts which
are proposed to continue over a minimum of four years. Public
amenities are left until the final phase, so will only be built if the 11.6
entire project is completed. Four years of construction next to an
elderly complex is intolerable!

Height, view corridors, and massing are potentially the most critical 11.7
problems, not only for this community, but for other harbor
communities and projects to follow. Communities abutting the Boston
harbor waterfront have fought for height restrictions for many years.
To allow the Clippership Wharf Project to exceed the proposed height
limits would negate years of effort and set an undesirable precedent. 11.8
In addition the revised massing of buildings continues to block views
of the Heritage Elderly Housing complex and much of Marginal Street
towards Charlestown.

The Jeffries Point Harborside Neighborhood Association after a
discussion of the above issues voted to request that this Draft
Environmental Impact Report be founnd inadequate.

Very truly yours,

H. Blossom Hoag

H. Blossom Hoag, Chairperson

JEFFRIES POINT HARBORSIDE NEIGHBORHOOD ASSOCIATION

bh:hbh

## LETTER #11
## JEFFRIES POINT HARBORSIDE NEIGHBORHOOD ASSOCIATION

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(11.1) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: Public purpose is not met because housing provided is not affordable to East Boston residents.

RESPONSE: The proponent has worked, and will continue to work, very closely with the East Boston Planning and Zoning Advisory Committee (PZAC), the City of Boston and the State to develop an acceptable affordable housing component. Indeed, the Proponent is following the affordable housing recommendations of the East Boston PZAC. The Proponent will provide a diversified mix of affordable housing to ensure that a range of East Boston residents will have an opportunity to live at Clippership Wharf. Rental units will be available for those who do not wish to purchase an affordable unit. The rental units will be large enough to accommodate a range of family sizes. The affordable units will be distributed among three different income groups to further ensure that the housing on the site is available to East Boston residents.

---

(11.2) TOPIC: TRANSPORTATION

COMMENT: Traffic analysis should include other development on nearby vacant parcels.

RESPONSE: The Lobster Pier and the Park proposal has been included in the other development traffic growth (with the Boston Shipyard) in the Final EIR analyses.

---

(11.3) TOPIC: TRANSPORTATION

COMMENT: Analysis of area being conducted by the Boston Traffic and Parking Department should be completed before project proceeds.

RESPONSE: The Proponent has worked with the City's Transportation Department and has agreed to a series of mitigating measures described in Chapter IVA, Transportation of this Final EIR.

(11.4) TOPIC: COASTAL FLOODING

COMMENT: Potential flood problems and related effects on sewer overflows are of concern.

RESPONSE: The proposed base height of the project has been established using current FEMA criteria as an absolute minimum standard. FEMA criteria requires that the first floor level of any residential structure be above the 100-year base flood elevation. For the project site, as documented within the Draft EIR (see Chapter IVF), the 100-year base flood has been determined to be at elevation 10.3 MSL (elevation 16.0 Boston City Base) and the first floor level has been set at elevation 13.3 MSL (elevation 19.0 Boston City Base).

It is further stated within the Draft EIR that development of the site is not expected to increase the likelihood of flooding of surrounding areas. This statement is made based on a review of existing storm drain facilities adjacent to and within the limits of the project site as compared to proposed storm drain facilities for these same areas. The existing facilities (see Chapter IVH of Draft EIR) consist of a 24-inch storm drain in Clippership Lane and a 10-inch storm drain on the development site, both of which are tied into the existing 24-inch by 30-inch combined sewer system in Sumner Street.

The proposed development, which includes construction of a seawall and construction of new on-site storm drain facilities, will tend to improve existing sewer and drain conditions adjacent to the development site by eliminating storm flows presently entering the existing combined sewer facilities. By constructing a seawall and raising the grade of the waterfront side of the project site, wave runup and wind-blown spray from the harbor will be blocked from the existing facilities. Secondly, by installing a new on-site storm drain system which will outlet to the harbor via a vented oil and gas separators, all site runoff which is presently conveyed to the combined sewer will be eliminated from that system. By eliminating site runoff and eliminating flows attributable to the high water level in the harbor (i.e., wave runoff, wind-blown spray, etc.) from entering the existing combined sewer, existing flooding and sewer overflow problems will be somewhat lessened.

(11.5) TOPIC: WATER AND SEWER

COMMENT: Address condition and adequacy of water, sewer, gas, and electric infrastructure.

RESPONSE: Electric Infrastructure

The area is served by Boston Edison Company which distributes power via a system of electric conduits and manholes in the streets. Electrical energy in the area is distributed at 4,160 volts. This system of distribution has limited capacity, since it is the policy of Boston Edison to provide 13.8 kilovolt power for new loads in excess of the present 4,160-volt system capacity. The nearest 13.8 kv source is presently several blocks north of the project location in the vicinity of Decatur and Border Streets.

The total connected load for this project is estimated at between 2,500 and 3,000 kilovolt amperes. Since a load of this magnitude is likely to overtax the existing 4,160-volt distribution system, a certain amount of electrical construction will be required to provide 13.8 kilovolts of electrical power to the project. This construction will consist of pulling cables and possibly constructing new underground electrical duct systems in the streets.

There are several alternatives for providing electrical power to the area but an exact determination of how this will be accomplished cannot be made until a work order for the new service is processed by Boston Edison. There is 13.8 kv available in the area within a few blocks of the project and the proposed connected load will not have any significant impact on this system.

As the electric utility serving the area, boston Edison Company is committed to provide electrical service to any customer who applies for it. Any electrical construction will be planned in such a way as to have a minimum disruption of traffic or electrical service to other customers. The electrical design of the project will include energy conservation measures, such as energy efficient lighting, air conditioning, zoned switching of lights, and automatic control of outdoor lighting.

## Gas Infrastructure

Gas for space and hot water heating will be supplied to the development site by the Boston Gas Company through a 12-inch cast-iron service line under Lewis Street. This 12-inch line has an existing 12-inch branch running into the center of the site opposite Marginal Street. The line was installed in 1924, and has had no major maintenance problems to date. Boston Gas has had occasional difficulty in the past in maintaining gas pressure in the East Boston area.

Estimated demand for natural gas in cubic feet per hour (cfh) and cubic feet per day (cfd) for the development is as follows:

| | | | |
|---|---|---|---|
| Summer | Average | 1.000 cfh | 24.000 cfd |
| | Peak | 2,000 cfh | 48,000 cfd |
| Winter | Average | 15,000 cfh | 360,000 cfd |
| | Peak | 30,000 cfh | 720,000 cfd |

If necessary, a gas booster system will be installed to ensure that the required pressure is continuously available for the space and hot water heaters. A second 6-inch gas service line is also available for the site at Clippership Lane and Sumner Street. This line may also be utilized to increase service reliability to the project.

## Water Infrastructure

It was demonstrated in the Draft EIR that the project site water demands would be approximately 60 gpm average daily and 114 gpm peak. At residual test pressures, the Boston Water and Sewer Commission (BWSC) low service distribution system in Sumner Street adjacent to the project site can supply between 1,610 gpm and 1,810 gpm. Comparison of the demands and supply indicate that the BWSC system is adequate.

The fire flow demand on the BWSC low service distribution system in Summer Street was 1,500 gpm as presented in the Draft EIR. The system at 20 psi residual calculated pressure can supply between 2,920 gpm and 3,990 gpm. Accordingly, the low service system in Sumner Street can supply the anticipated project site fire flow demand.

A May 1987 BWSC Report on the water distribution system does not identify any condition problems on the lower service water main system in this section of East Boston. The BWSC has not scheduled any Capital Improvement Projects in this section of East Boston during 1988.

Sewer Infrastructure

Sewer manhole inspections, including sewer pipes entering and exiting the manholes, were conducted by the Proponent's consultants on the Boston Water and Sewer Commission (BWSC) and the Massachusetts Water Resources Authority (MWRA) East Boston Branch Sewer (EBBS) facilities which will serve the project site.

On the west side of the site, generally along Sumner, New, Border and Porter Streets, five manholes each were inspected in the BWSC combined sewer and the MWRA EBBS. All pipes entering and exiting the ten manholes were determined to be in structurally good condition. The amount of deposition in the sewer inverts was noted as none, or in some cases up to 1-inch deep. However, in the BWSC 24-inch and 30-inch sewer at Clippership Lane and Sumner Streets intersection, 16 inches of gravel was observed; 3 inches of gravel was observed in the EBBS invert at the Border and Liverpool Streets intersection. The tide gate in the BWSC 24-inch by 30-inch sewer at the Sumner and New Streets intersection appear to be in good conditions.

Sewer Conditions East of Site

On the east side of the site, generally along Marginal. Orleans, Gove and Breman Streets, five manholes were inspected in the BWSC 15-inch and 20-inch by 30-inch combined sewers and four manholes were inspected in the EBBS. All pipes entering and exiting the nine manholes were determined to be in structurally good condition. The amount of deposition in the sewer inverts was noted as none, or in some cases 1-inch deep. However, in the BWSC 20-inch by 30-inch sewer at the Marginal and Orleans Streets intersection, 12 to 14 inches of gravel was observed. One-half of the BWSC 15-inch sewer at the Marginal and Lewis Streets intersection was restricted with debris 30 feet east of the manhole. In the EBBS, 3 to 4 inches of deposition was observed in the sewer inverts at the intersections of Marginal and Cottage

Streets, Orleans and Everett Streets, and Orleans and Gove Streets. The tide gate in the BWSC combined sewer at the Marginal and Cottage Streets intersection appears to be in good condition.

The BWSC and EBBS pipes observed at these 19 manholes were all observed to be in structurally good condition. Deposition was observed in portions of the BWSC and EBBS facilities, particularly the BWSC combined sewer manholes adjacent to the site and at the Marginal and Orleans Streets intersection together with the EBBS in several manholes along Marginal, Orleans and Gove Streets.

The Draft EIR demonstrated that the BWSC combined sewer system and the MWRA East Boston Branch Sewer (EBBS) have adequate capacity to convey the projected average daily and peak flows from the Clippership Wharf development together with the existing flows from the surrounding area. Cleaning of the deposition and debris within these sewers will improve the now available capacity. It is anticipated that the sewer capacities following cleaning, together with completion of MWRA East Boston Pumping Station improvements (to eliminate surcharging) will be comparable to the computed capacities contained in the Draft EIR.

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(11.6) TOPIC: CONSTRUCTION

COMMENT: Construction of public amenities should not wait until end of construction period; four years of construction next to an elderly complex is intolerable.

RESPONSE: Construction will proceed in three phases with a substantial portion of project amenities taking place in the first phase. These will include a 2,000 square foot community room, the water shuttle dock, the water shuttle pavilion containing a ticket office and waiting room, a paved walkway from the central turn-around to the water shuttle, a large lawn in front of the Heritage Apartments, and a trellis-covered walkway. Also to be constructed during Phase One will be 45 units of affordable (below market) housing units. Amenities built during the second phase will include the Lewis Mall Extension, the one-acre open space at the water's edge, a large portion of the Harborwalk and the oval lawn/garden between Buildings Three and Four adjacent to the lagoon. The third phase will provide the community boating facility and pavilion, the waterfront plaza and the open-air marina pavilion.

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(11.7) TOPIC: VISUAL QUALITY

COMMENT: Project should not be allowed to exceed existing height restrictions.

RESPONSE: Current zoning does not limit the height of development at this site. The site of the Clippership project is not part of the HarborPark IPOD, but is part of the proposed East Boston IPOD which is currently under community review. Project planning conducted since the Draft EIR has occurred in conjunction with the East Boston Planning and Zoning Advisory Committee (PZAC), which was originally formed as a local advisory body in conjunction with the City's comprehensive zoning review of the East Boston area. The Urban Design Subcommittee of the PZAC has endorsed the project as currently proposed, approving an exception to its own previously stated 40-foot height limit, because the project is, in the view of the PZAC, in the community's best interest.

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(11.8) TOPIC: VISUAL QUALITY

COMMENT: Height and massing blocks views toward Charlestown from Heritage Apartments and Marginal Street.

RESPONSE: A new visual corridor has been created since the Draft EIR and is oriented along Marginal Street and extending through the site to the marina, provides a vista of Charlestown which focuses on the Bunker Hill Monument. This new view is described and illustrated in Chapter IVB, Visual Quality.

# LETTER 12

BSA

The BOSTON SHIPPING ASSOCIATION, Inc.

223 Lewis Wharf, Boston, Mass. 02110
Telephone (617) 523-3762

ARTHUR LANE, *President*
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ROBERT M CALDER, *Executive Director*

November 6, 1986

James Hoyte, Secretary
Executive Office of
Environmental Affairs
100 Cambridge Street
Boston, MA 02202

ATTN: MEPA UNIT #5866
RE: CLIPPERSHIP WHARF

Dear Mr. Secretary:

The Boston Shipping Association (BSA) wishes to express its opposition to the Clippership Wharf proposal. Although we appreciate the efforts that the proponent has made to retain Hines and Smart at the site, we feel that the precedent of changing the zoning from a W2 to residential within the Harborpark area is dangerous and does not reflect the goals of Mayor Flynn's Harborpark program. 12.1

One of the goals of Harborpark is to provide a working waterfront in Boston Harbor. Waterfront property is a finite resource and we believe that it is in the public interest to reserve waterfront areas for maritime industrial uses. We remain opposed to limiting the opportunities for water dependent use in areas that are already zoned W2.

The proposed Clippership Wharf site is next to the last undeveloped deep water piers in the city. These piers are currently controlled by Massport. Recently passed legislation requires that a study be done to determine their future. The Port of Boston has been growing in the 1980's and if this trend continues, these piers will become more active than ever.

A decision to give approval to this project will send a clear negative signal to the water dependent user. The BSA feels that in order to insure a maritime industrial economy, we must protect waterfront areas for that purpose.

Very truly yours,

Arthur Lane

Arthur Lane, President
Boston Shipping Association

## LETTER #12
## THE BOSTON SHIPPING ASSOCIATION, INC.

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(12.1) TOPIC: TIDELANDS AND PUBLIC PURPOSE

COMMENT: In order to ensure a maritime industrial economy, changing from a W2 zone to residential should not occur.

RESPONSE: The Clippership Wharf project is not expected to detract from the area's potential for a maritime industrial economy. The project site itself, however, does not lend itself to commercial maritime uses, as described in Chapter IVE, Tidelands. This is due in large part to the immediate proximity of a densely developed residential neighborhood, including housing for the elderly adjacent to the site. It should also be noted that the site is not located within the City's Maritime Reserve Area.

# VII Reviewers

## INTRODUCTION

This Final EIR will be distributed to the city, state, and federal agencies and interested parties listed below. The list includes: those entities that MEPA regulations require as part of the legal review of this document; representatives of governmental agencies; public interest groups with a special interest in the waterfront and/or East Boston; individuals who have commented on the project since the filing of the Environmental Notification Forms. Copies of this Final EIR are available from Harris Band, Vanasse Hangen Brustlin, Inc., 60 Birmingham Parkway, Boston, MA 02134 (617) 783-7000.

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# VIII

# Appendices

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Appendix A - Recommendations of the East Boston Planning and Zoning Advisory Committee

- Final Report and Recommendation of the East Boston PZAC Urban Design and Public Access Subcommittee to the PZAC Board (November 10, 1987)
- Clippership Wharf Transportation Subcommittee Report submitted to the East Boston Planning and Zoning Advisory Committee (November 30, 1987)
- Clippership Wharf Affordable Housing and Community Benefits Subcommittee Report to the East Boston Planning and Zoning Advisory Committee (October 14, 1987)

Appendix B - MEPA Documents

Appendix C - Transportation*

Appendix D - Water Quality*

Appendix E - Prior Tidelands Licenses*

Appendix F - Water-Related Activities*

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* These Appendices are bound in a separate document (Clippership Wharf Technical Appendices) which accompanies this Final EIR.

# Appendix A—PZAC Recommendations

The East Boston Planning and Zoning Advisory Committee (PZAC) is a broad-based organization of community representatives appointed by the Mayor to review this and other development projects proposed for East Boston.

In order to conduct an in-depth review of the Clippership Wharf development proposal, the PZAC organized three subcommittees, each with a different focus. These subcommittees addressed transportation and the environment, design and public access, and affordable housing and community benefits. These subcommittees allowed for input not only from PZAC members, but also from other interested members of the community.

On December 9, 1987, the PZAC concluded its initial review of the Clippership project and voted 13 to 1 to approve the project, finding it to be consistent with and beneficial to community goals. This endorsement was expressed as an official recommendation to the BRA Board to approve application by the Proponent for a Planned Development Area (PDA). The endorsement was accompanied by a report from each of the subcommittees regarding planning objectives for the project relevant to each subcommittee's particular area of focus. This report is presented in the following pages, and includes:

- Final Report and Recommendation of the East Boston PZAC Urban Design and Public Access Subcommittee to the PZAC Board (November 10, 1987)
- Clippership Wharf Transportation Subcommittee Report submitted to the East Boston Planning and Zoning Advisory Committee (November 30, 1987)
- Clippership Wharf Affordable Housing and Community Benefits Subcommittee Report to the East Boston Planning and Zoning Advisory Committee (October 14, 1987)

# FINAL REPORT AND RECOMMENDATION OF THE EAST BOSTON PZAC URBAN DESIGN AND PUBLIC ACCESS SUBCOMMITTEE TO THE PZAC BOARD

November 10, 1987

James A. Aloisi, Jr.

# FINAL REPORT AND RECOMMENDATION OF THE EAST BOSTON PZAC URBAN DESIGN AND PUBLIC ACCESS SUBCOMMITTEE TO THE PZAC BOARD

The PZAC Urban Design and Public Access Subcommittee for the Clippership Wharf site has conducted a series of meetings to review options for the site. We have reviewed a series of modified proposals and receiving much input from the Related Companies development team, and after carefully taking all points of view and options into account, we respectfully submit this final report, and make specific recommendations, to the full PZAC Board.

## I. OPTIONS FOR THE SITE

East Boston's waterfront is a natural resource which ought to be maintained for a variety of public and private uses, all of which make some contribution to the larger community. This natural resource constitutes both the harbor itself and the imposing public views of the downtown skyline and inner harbor. In order to make the waterfront work for the community, there must be a commitment to preservation of site views, improvement of vacant, decaying land and piers, and increased public access for East Boston residents. The Clippership site is perhaps the most important site on the East Boston waterfront, for both the quality of its views and its strategic location as a natural extension of Maverick Square.

### A. Open Space

Open space in a densely populated urban neighborhood like East Boston is not an amenity; it is a necessity of life and an essential ingredient to the community's viability as a place for people to live and raise families. The quality of life in a community must be measured, in part, by the quality and quantity of accessible open space.

The subcommittee considered recommending the taking of this site by eminent domain, and committing its use entirely for open space. While this is not our final recommendation, the fact that we seriously discussed it as an issue goes to the urgency of East Boston's open space crisis. East Boston is in desperate need for more open space. We are now substantially under the national recommended standard of 10 acres per 1,000 people, at 3.7 acres per thousand. And even this seriously low figure counts such parcels as the East Boston stadium, which is not easily accessible and limited to organized sports activities. We have almost no significant park land. Since the taking of Wood Island Park in the 1960s, East Boston has been without a significant public open space facility. This need has not been filled by the Belle Isle Marsh Preservation, which we view as a regional recreational area not easily accessible to most East Boston residents.

No greater opportunity exists to begin the process of rebuilding East Boston's open space than at this site. The site is a natural extension of Maverick Square and Lewis Mall. It is the culmination of a possible green belt beginning in Day Square and continuing along the Conrail bed to the sea. It is also a place of much history and many memories - memories of our ancestors who labored at the piers and on the harbor, and who made their way to the city by boarding a ferry from this very site.

The preservation of a substantial portion of this site for open space is essential to the quality of life in the community and the viability of any proposed housing development.

### B. Housing

East Boston is in a housing crisis. Market factors beyond the community's control have caused prices and rents to skyrocket. Absentee landlords have a poor record of maintaining property or providing affordable rental units. Affordable decent housing is at a premium. The challenge we face as a community is to increase affordable housing opportunities for everyone, with particular emphasis on (1) young residents who wish to stay here and perhaps raise families, (2) elderly citizens who live on fixed incomes and (3) the poor and the disadvantaged who seek decent housing in order to settle down and establish roots here.

The Clippership site is one of a scarce number of available sites for significant housing development. The subcommittee strongly supports the use of this site for housing. Such housing should (1) be strategically placed and sensitively designed so as to maintain views for current East Boston residents, (2) connect in an effective, inviting way with the community, (3) provide affordable purchase and rental opportunities for residents and (4) be designed so as to be at once both a reflection of the past and present character of the neighborhood and a bold, imaginative example of urban design.

### C. The Related Companies' Proposal

We have carefully reviewed the proposal for the development of the Clippership wharf site by Related Companies. This proposal has undergone several significant changes in size, scope and design over the past several months. We commend the Related Companies team for their responsiveness and willingness to modify their initial plans. While we believe the proposal continues to merit close PZAC and BRA scrutiny, we are now prepared to endorse the proposal and recommend that it proceed.

We agree with the focus on housing as the primary use of the site, on the apparent (though still developing) attempt to arrive at a historically sensitive design, on the placement of parking below ground, on the desire to locate a public meeting facility on site, and on the concept (not fully realized) for a water transportation service on the site.

We are enthusiastic about the proposal to have a water transportation system on the site, but we strongly recommend a more ambitious proposal. This is both a transportation issue and a public access issue. As a transportation issue, a comprehensive ferry system is an idea whose time has come. The approaching construction of the depressed Central Artery and Third Harbor Tunnel will no doubt place a heavy burden on both the existing tunnels and the Blue Line. An efficient, affordable ferry system would attract hundreds of local residents and provide them with a safe and attractive transportation alternative. The guaranteed public acceptance of and enthusiasm for such a ferry system would link the site to the community in a dynamic and effective way. A genuine commitment of creative energy, private funds and coordinated planning with appropriate state and city agencies must be made by the Related Companies team to ensure an effective water transportation system that is both affordable and accessible to East Boston residents. This subcommittee would like to see a separate report from the developers on this issue of water transportation before 1/1/88.

We oppose any above ground parking on site. Since waterfront land is at a premium, we consider such use both wasteful and irresponsible. With the sole exception of a few parking opportunities reserved for handicapped persons, we oppose any above-ground parking on site.

We also oppose any commercial use of the land and strongly urge the relocation of Hines & Smart to another waterfront location. Commercial use on this site is inconsistent with the neighborhood and with the character of the site as one primarily reserved for housing. Moreover, other waterfront parcels are currently being considered for commercial lobstering and related maritime uses - uses much more compatible for the Hines & Smart facility. Finally, as we have noted, there is not nearly enough open space on the site. Since every inch of waterfront land is so precious, it should be used in the wisest way.

The proposed developers and the BRA must make a commitment to achieve the prompt relocation of Hines & Smart. When that goal is met, there must be an unequivocal written agreement that the Hines & Smart portion of the site will eventually be used exclusively to enlarge the open space and affordable housing on the site.

The design of the buildings has come a long way since this subcommittee reviewed initial plans several months ago. The most recent design sketches suggest that the design is moving in the right direction, and is fundamentally acceptable.

We stress our continued hope that, as they undergo additional change and BRA approval, these buildings be designed in an imaginative way. This issue of aesthetics has taken an appropriate back seat to more fundamental issues (affordable housing, open space, transportation concerns), but it is no less important and, indeed, is meaningful not just to East Boston, but to the entire city - a large and significant portion of which will be looking directly at this site for years and years to come.

The PZAC Board has previously declared a 40 foot height limit on the waterfront as the appropriate height limit. This design seriously violates that standard. We recognize that with any development such as this exceptions are appropriate if the proposal is, in the final analysis, in the community's best interests. We believe that this proposal as currently configured will revitalize the Maverick Square neighborhood, open up an historical path to the sea and provide afforable housing opportunities for local residents. On the strength of such a proposal, we approve the exception to the height limit.

## ADDITIONAL RECOMMENDATIONS

1. Site views of the skyline and inner harbor should be preserved.

2. Lewis Mall should be continued to the water's edge.

3. Aside from open space, the site should be used exclusively for housing, water transportation and the following amenities: a sailing marina and a community meeting room.

4. East Boston has a rich heritage. There should be a commitment to public art on the site which reflects that heritage and recalls in some way East Boston's history.

5. The housing on this site should be accessible for those who are elderly or who have physical disabilities.

6. The PZAC Design Subcommittee should participate in the further review and oversight of this development proposal.

# MINORITY REPORT

A minority view of the subcommittee holds that there ought to be a freeze on the development or construction of luxury housing in East Boston until the affordable housing crisis is solved. Unless and until there is a commitment by the City government to build decent, affordable housing throughout the East Boston community, there should be a moritorium on the development of housing for those who can afford to live anywhere they wish.

# CLIPPERSHIP WHARF TRANSPORTATION SUBCOMMITTEE REPORT

SUBMITTED TO THE EAST BOSTON
PLANNING & ZONING ADVISORY COMMITTEE

November 30, 1987

# CLIPPERSHIP WHARF TRANSPORTATION SUBCOMMITTEE REPORT SUBMITTED TO THE EAST BOSTON PLANNING & ZONING ADVISORY COMMITTEE

November 30, 1987

The Clippership Wharf site is located on the southernmost portion of East Boston with Boston Inner Harbor immediately to the south. It is within a residential and waterfront industrial area adjacent to the retail area at Maverick Square, which also contains a Blue Line rapid transit station and surface bus junction. Because of the site location and the type of street routes serving the site, transportation issues are a prime concern of the PZAC.

This report is the result of several meetings held with the Clippership Wharf Transportation Subcommittee, the City of Boston, and Related Companies Northeast, Inc. City of Boston participants included BRA Staff and Transportation Department planners. Related Companies Northeast participants included James Campbell, Ed Saxe, and Anthony DiSarcena.

The purpose of these meetings was to isolate and review those project transportation issues which appear to have the most impact on the East Boston community, and to make recommendations to the full PZAC for consideration when voting upon the acceptability of the Clippership project.

With this in mind, the Subcommittee respectfully submits the following information and recommendations:

## I. STREET INTERSECTION IMPACTS

The analysis of the impacts on 24 street intersections indicates that the only intersections which will suffer a reduction in "level of service" because of traffic to or from Clippership Wharf, when those intersections are compared to conditions if Clippership Wharf is not built, are Maverick and Chelsea Streets and Border Street at Central Square. The traffic analyses indicate that the intersection of Meridian, Maverick and Chelsea Streets would have a level of service reduction from D to E during the morning peak hour when considering the Build case to the No-build case. This intersection is at the "top" of Maverick Square and is an area of commercial vehicular pedestrian traffic, is the terminus of several MBTA bus routes and provides parking for the area.

In order to mitigate the adverse impacts here, the developer will be responsible for funding the installation of traffic signals at this intersection. This commitment should be included in legal agreements among the developer, the City, and the BRA. With the exception of the Meridian, Maverick and Chelsea intersection, the Subcommittee agrees with the BRA and Transportation Department that in the remaining 23 intersections studied, the intersection impacts are not degraded to a significant extent.

## II. WATER FERRY TRANSPORTATION SYSTEM

The Subcommittee stresses the need for a viable and comprehensive Boston Harbor ferry/shuttle system. A ferry terminal on Clippership Wharf would be an excellent addition to such a system. The terminal location and design is left to the Design and Public Access Committee for specific details. However, the Transportation Subcommittee makes the following recommendations for ferry operations:

- Legal agreements among the developer, the City, and BRA should include on-going responsibility on the part of the developer or his assigns for ensuring a ferry operates from Clippership Wharf;
- The ferry should begin operation in the first phase of the project;
- It should run on an announced regular schedule;
- Fares should be consistent with the lowest fare of any comparable ferry trip within Boston Harbor, with a discount fare for elderly passengers;
- Dock and dockside facilities should conform to current and future harbor ferry system design standards;
- There shall be no parking for ferry commuters, but there shall be a drop-off point on Marginal Street for passengers arriving at the ferry by car.

## III. LEWIS MALL/MARGINAL ST. INTERSECTION

This intersection should be redesigned for greater pedestrian protection. It crosses Lewis Mall below the current property line. If the developer agrees to extend Lewis Mall down to the water's edge, then it is imperative this intersection have safety features added.

## IV. PARKING MANAGEMENT

Because the project is located in a densely populated residential area and close to a heavily utilized commercial square with a major rapid transit and bus station and with limited parking spaces, it is imperative that all parking for the project be located on-site.

Parking must accommodate most activities to be located at the site but should not be available for ferry commuters. Therefore, parking should be available for 315 market-rate condominiums, 20 affordable condominiums, approximately 35 affordable rental units, 10 community boating slips, and 5 spaces for Hines & Smart.

An acceptable parking management plan as follows:

| | Garage | Surface | Total |
|---|---|---|---|
| Reserved Deeded Spaces | 315[1] | 35[3] | 350 |
| "Second" Condo Owner Spaces | 63[2] | ___ | 63 |
| Short Term Residential Visitors | ___ | 45[4] | 45 |
| Community Boating Users | ___ | 10[5] | 10 |
| Hines & Smart Employees | ___ | 5[6] | 5 |
| | 378 | 95 | 473 |

NOTES:

(1) One space for each of 315 market rate units.

(2) A second "optional" space for purchase by market rate and/or affordable unit owners only.

(3) 20 spaces for affordable unit owners and 15 spaces for rental unit occupants. (Spaces for any additional rental units will be incorporated into the ground floor of the rental units building).

(4) Visitor parking spaces available for all residents. (approx. 13%)

(5) There will be a maximum of 10 boats available.

(6) After 3:00 p.m. and on weekends, these spaces will be available to supplement the community boating spaces.

The parking ratio, depending on the number of spaces which can be accommodated in the rental housing, would range from 1.35 to 1.4. This ratio is acceptable for projects in close proximity to a rapid transit station and a ferry operation.

Underground Garage

There are 378 spaces proposed in an underground garage. These will accommodate the 315 market rate units and 63 "secondary" optional spaces. Only residents will be permitted to purchase these spaces, and deed restrictions will prevent any selling or leasing to non-residents. The garage will have strict security management.

Surface Parking

There is a conflict between the Transportation Subcommittee and the Urban Design and Public Access Subcommittee regarding parking at grade. The Urban Design Subcommittee would prefer that there be no surface parking, but the Transportation Subcommittee is faced with the practical reality to find an additional 95 spaces to accommodate visitor, community boating and Hines & Smart employee parking. The current project design has an approximate 64% usable open space ratio. This should be sufficient to satisfy even the most exacting open space advocates.

With the extension of Clippership Lane to a turn-around close to the community boating facility, access to the facility and to buildings 3 and 5 is improved and additional visitor parking requirements can be met.

To best utilize the surface spaces, the Subcommittee recommends that all 95 surface parking spaces be clearly designated for controlled use, and to protect the affordable and rental unit occupant spaces. Security management controls must be maintained at all times.

## V. HINES & SMART TRUCK CIRCULATION

Access to Hines and Smart by truck will continue to be via the currently used route of Clippership Lane. Trucks will turn right from Clippership Lane and go down the widened driveway to the new Hines & Smart facility located on Carleton Wharf.

## VI. CONSTRUCTION MANAGEMENT PLAN

This is undoubtedly the most significant and controversial aspect of the total Clippership Wharf project. The prime reasons for this statement are several:

- The project site location is in a density populated area of East Boston that does not have any regional or through connecting routes.

- All routes to the site are either by local side streets through heavily populated residential areas, local side streets that are insufficient to accommodate the amount and type of construction of vehicles required, or heavily used main thoroughfares traveling through already highly impacted commercial and/or residential areas that currently experience significant traffic parking and control problems.

- The total community of East Boston is already experiencing traffic problems of unprecedented proportions, and is highly sensitive to any more projects creating negative traffic impacts.

- The project site location is in an area that will possibly experience several additional projects over the next several years which will add to the already overloaded travel routes.

The developer is required to submit an acceptable Construction Management Plan to the City prior to receiving a building permit. The plan should address the following:

1. In/out site routes
2. Types and size of vehicles to be used
3. Average daily vehicular trips in/out of site

    a. excavation materials
    b. construction materials
    c. construction equipment
    d. construction workers

4. Storage areas

    a. materials
    b. equipment
    c. workers' vehicles

In order to assess the full impacts of construction related traffic upon the routes to the site, the Subcommittee requested the developer supply as much construction traffic data as could be obtained. To assist in this matter, the developer hired a consultant familiar with construction projects.

The only data supplied to the Subcommittee is as follows:

For removal of excavation material:

Anticipated type of trucks: trailer
Total yardage removed: approx. 72,000 cubic yards

Truck loads per day: approx. 50 (one every ten minutes.) Note by Committee: This translates to 100 truck trips per day, 50 full/50 empty.

Duration: 3 months

The data received is only a portion of what was requested of the developer. In the estimation of the Subcommittee, the data is not sufficient to draw significant conclusions. Therefore, the Subcommittee can not intelligently comment on the specific impacts of construction-related traffic upon the in/out routes, but can only comment on the general impacts of construction-related impacts.

IN/OUT SITE ROUTES: (See attached map)

Site routes must have the ability to reach the site from three major points of access to East Boston:

- From the south via the Callahan Tunnel;
- From the north via the Meridian Street (McArdle) bridge;
- From the northeast via McClellan Highway.

A. From the South via the Callahan Tunnel

The developer initially was suggesting that construction traffic exit the tunnel on to Porter Street, travel through the lights at Porter and Chelsea Streets and continue on Porter to Bremen Street. Traffic would then take a right turn on Bremen Street, continue on Bremen through the intersections of Maverick and Sumner Streets, continue on to South Bremen Street, and take a right on Marginal Street into the site area.

Problems associated with this route include the following:

- Right turn from Porter to Bremen Street is too narrow to accommodate large vehicles, especially large trailers.
- Bremen Street from Porter to Maverick Street is too narrow, and roadbed is in bad shape.
- Intersection at Bremen and Maverick Streets is narrow and has poor driver sight lines.

The Subcommittee recommends the following route:

Exit the tunnel on to Porter Street, take a right turn on to Chelsea Street, continue on Chelsea Street to Maverick Square.

The intersection of Chelsea and Gove Streets has a school crossing guard to direct traffic during school opening and closing. The Boston Police Department must commit to a substitute guard or officer if the regular guard is absent.

Traffic from Chelsea Street must continue through Maverick Square to Summer Street, take a right turn on to Summer Street, take a left turn on to Clippership Lane and continue into the site.

B. From the North via The Meridian Street (McArdle) Bridge

The Subcommittee recommends the following route:

Traffic must take a right turn on to Comdor Street, take a left turn on to Border Street, continue on Border Street through Central Square until it ends at Maverick Street, take a right turn on to Maverick Street, take a left turn on to New Street, take a left turn on to Summer Street, take a right turn on to Clippership Lane and continue into the site.

The Subcommittee was of the opinion that while this route has problems, the problems would not be as significant as the problems that would be experienced if construction traffic would be added to the complete length of Meridian Street from the Bridge through Maverick Square.

To accommodate some of the problems associated with this route, some parking restrictions would have to be implemented at certain locations, and police surveillance would be necessary to insure safety conditions are maintained at all times.

C. From the Northeast via McLellan Highway

Traffic must come off the ramp, continue through the toll plaza on to Porter Street, take a left turn at the Bennington and Meridian Street intersection, take another left turn on to Meridian Street going South, take the first right after Central Square leading to Border Street, take a left turn on to Border Street going south, and continue on Border Street to Maverick Street using the same route as traffic coming from the Meridian Street (McArdle) Bridge.

## OTHER POSSIBLE SITE ACCESSIBILITY OPTIONS

Barging has been mentioned as a possible way to minimize the street traffic impacts. While this option has been mentioned, it has not been discussed or responded to in length as to its feasibility. The Subcommittee recommends a thorough analysis of barging as an alternative. This would include not only excavation material, but also construction equipment and construction material.

## TYPES AND SIZE OF VEHICLES TO BE USED

No information has been received from the developer, with the exception of "Trailers" to be used for excavation materials.

## AVERAGE DAILY VEHICULAR TRIPS IN/OUT OF SITE

a. Excavation materials - 100 trips daily, 50 in/50 out.

b. Construction materials - No information received.

c. Construction equipment - No information received.

d. Construction workers - 175 workers at peak period. Maximum daily trips - 350. Workers must utilize the "T", the Harbor Shuttle and/or car/van pools to minimize traffic impacts.

## STORAGE AREAS

Materials, equipment, and construction and workers vehicles must be stored on site at all times. No off site parking or truck queuing will be allowed.

## VII. OVERLAPPING IMPACTS of OTHER PROPOSED AREA PROJECTS

There are several other projects planned or being proposed for the Maverick Square/Waterfront Area including:

a. CDC building at Summer Street, South Bremen Street and Lewis Mall.

b. Maverick Realty 12 condominium unit building across from Maverick Station.

c. LoPresti Park repairs - Summer and New Streets.

d. MassPort Piers Development.

Plans for current and possible future projects are being done with no regard or controls to determine what would be the aggregate construction and non-construction related transportation impacts.

The Subcommittee makes a recommendation to the PZAC that no future projects be approved until they are first reviewed i complete context with other area projects already approved.

## VIII. CONTINUING PROJECT MONITORING LIAISON

The Subcommittee recognizes a responsibility to the East Boston community for insuring that project impacts and/or problems which occur over the life of the project are monitored and resolved in a timely manner.

The Subcommittee recommends the PZAC add to the Transportation Access Plan a formal procedure for project monitoring that considers the following conditions:

a. The project build cycle occurring during the term the PZAC is active.

b. The project build cycle occurring after the PZAC term has expired.

The PZAC Transportation Subcommittee consists of the following members:

Jack Scalcione, Chair
Dominic Amara
Sonny Buttiglieri
Peter Cernada
Angelo Musto
Elvira Palladino

The Subcommittee chair wishes to express its gratitude and appreciation for a job well done to the Subcommittee member and also to the following City staff personnel for their counseling and guidance:

Pam Wessling, Project Manager, BRA
Owen Donnelley, Transportation Planner, BRA
Susan Bregman, Transporation Planner, Transportation Department
Richard Luongo, Transportation Planner, Transportation Department

# CLIPPERSHIP WHARF
# AFFORDABLE HOUSING AND COMMUNITY BENEFITS SUBCOMMITTEE REPORT TO THE EAST BOSTON PLANNING AND ZONING ADVISORY COMMITTEE

October 14, 1987

To make its recommendation on the affordable housing and community benefits component of Clippership Wharf, the Affordable Housing and Community Benefits Sub-committee of the East Boston Planning and Zoning Advisory Committee (PZAC) met on number of occasions in 1987 with an additional meeting held to discuss the proposed development with the Design and Public Access Sub-committee. Input on the proposal was also solicited at several meetings of the PZAC and at a meeting of the committee chairmen with Stephen Coyle, Director of the Boston Redevelopment Authority, representatives of the Mayor's Office of Neighborhood Services, and with Ed Saxe and Jim Campbell of Related Properties.

In the course of the meetings the Affordable Housing and Community Benefits Sub-committee reviewed a number of affordable housing options prepared by the developer and the BRA at committee members' direction. The options included the following:

1. Carlton Wharf

   In this option all of the affordable units would be located on Carlton Wharf with the number of units varying from 35 two and three bedroom units to 41 one and two bedroom units. The units would be rental, with the intention of making them affordable to low income people.

2. Carlton Wharf and Off-site Locations

   In a second alternative Carlton Wharf would be the site of 20-23 affordable units, depending on the size of the units, and the developer would contribute $450,000 toward the production of at least 15 units elsewhere in East Boston.

3. Clippership and Carlton Wharves

   The third option would accommodate affordable units on both Clippership and Carlton Wharves. On Clippership Wharf there would be 20 condominium units, 10 of which would be affordable to people of moderate income and 10 affordable to people of upper moderate income. The units would be scattered throughout the development and constructed in both phase one and phase two. Parking for them would be located at grade on Carlton Wharf. On Carlton Wharf there would be 15 two and three bedroom rental units targeted for low income families.

The Sub-committee rejected options 1 and 2. The members objected to the segregation of affordable units from the Clippership Wharf development. In addition, the members would prefer to have units made affordable to a range of income groups -- from low to upper moderate income -- in order to assist a cross-section of the East Boston community. The off-site alternative was eliminated when the Sub-committee reviewed a survey of potential sites and determined that there are few feasible locations and that the cost of acquisition would make it more difficult to produce affordable housing.

The members asked to see various design configurations for Carlton Wharf, assuming that Hines & Smart might be located there in the short term and perhaps move to another location later. Alternatives for Carlton Wharf ranged from one to four buildings of three to four stories with both interior and surface parking.

After review and discussion of the alternatives, the Sub-committee arrived at its affordable housing recommendations to the East Boston PZAC which are as follows:

- Affordable housing should be integrated within the Clippership Wharf development to include 20 condominium units with 4 one bedroom units and 16 two bedroom units. The units should be scattered among the buildings with half of the affordable units constructed in phase one and the other half in phase two. Parking for the affordable units should be included on Clippership Wharf. Two of the one bedroom units and eight of the two bedroom units should be available to people of low moderate income (80% of median income) and the remainder to people of moderate income (110% of median income). Condominium fees must be structured to maintain these as affordable units.

- Carlton Wharf shall be dedicated to affordable housing, except for land needed for Hines & Smart. When and if the lobstermen's facility is relocated, the vacated land will also be included as part of the affordable housing site. It is the Sub-committee's preference that the maximum feasible number of affordable units, or approximately 35 units, be constructed simultaneously with the first phase of the Clippership Wharf development. With deference to the Transportation and Design and Public Access Sub-committees, the Affordable Housing and Community Benefits Sub-committee recommends that the Carlton Wharf housing and open space resemble Clippership Wharf in its design, with the open space located at the water's edge. When and if the lobstermen's facility is relocated, that site should become additional open space for the use of residents of Carlton Wharf.

Open space should include space with appropriate playground equipment for children. In addition, the site should accommodate one parking space for each unit. A preliminary site plan demonstrating one way in which these objectives could be achieved is attached. A specific plan would be premature, depending as it does on the need for planning by other sub-committees and the actual developer of the site, as well as additional information on the lobstermen's facility.

- The Sub-committee recommends that Related Properties contribute the subsidies necessary to achieve the affordable housing program for Clippership Wharf. In addition, Related Properties should donate Carlton Wharf for affordable rental housing, including the land needed for the lobstermen's facility once that becomes available. To help achieve the level of affordability desired for housing on Carlton Wharf, Related Properties is requested to provide $500,000. If there is a gap between the developer's contribution and the amount needed to provide units for low-income families, the City and the BRA should help the developer find sources for the additional funds. In the event that the full financial contribution is not needed to achieve the affordable program proposed for Carlton Wharf, any remaining money should be put in a fund to assist in the development of affordable housing in East Boston.

- It is premature to work out all the details of affordable housing at this time, so the Sub-committee intends that the East Boston community remain involved in the on-going review of the affordable housing, including specifics about the program, design, financing, ownership, and tenant selection. The Sub-committee requests that legal commitments between the developer, the BRA, and the City include such a provision.

The Sub-committee has also reviewed other community benefits and recommends the following contributions be made by the developer:

- approximately $75,000 for the renovation of the fourth floor of the Crossroads Family Shelter;

- $100,000 for the operations of the Crossroads Family Shelter, to be paid in equal $10,000 payments over ten years;

- $25,000 for the operations of the Daily Bread Food Pantry, to be paid in equal $2,500 payments over ten years;

- $50,000 for the operation of a youth drug and recreation program at the Maverick Housing project;
- $20,000 for equipment for skills and education programs at the Maverick Housing project;
- approximately $30,000 for a van for youth and adult outreach activities at the Maverick Housing project;
- full security services, equivalent to those provided at Clippership, for the Heritage Elderly Apartments and Carlton Wharf;
- full and total public accessibility to approximately 6 acres of landscaped waterfront open space, including harborwalk, benches, etc.
- landscape improvements on Lewis Mall;
- tree plantings in Maverick Square;
- community boating program;
- subsidized water shuttle service for the elderly;
- free use of a 2,000 square feet community room by neighborhood groups.

The recommendations were arrived at after lengthy and careful analysis by the Sub-committee and are respectfully submitted to the East Boston PZAC for its consideration.

Al Calderelli, Chairman
Father Norbert D'Amato
Philip Giffee
John McCarthy
Reverend Bernard McLaughlin
Elvira Palladino
Fred Stefano

# Appendix B—MEPA Documents

The following appendix presents documents pertinent to the MEPA review process of the Clippership Wharf project.

The Environmental Notification Form (ENF) included on the following pages was filed with the Massachusetts Executive Office of Environmental Affairs (EOEA) on January 31, 1986 and noticed in the Environmental Monitor on February 11, 1986.

The Certificate of the Secretary of Environmental Affairs on the Environmental Notification Form, also included on the following pages, was issued on March 13, 1986. The scope of the subject matter for the Draft Environmental Impact Report (DEIR) as defined in the Certificate was derived from agency review and comments received in response to the ENF.

Also included in this appendix is a letter dated June 24, 1986 to EOEA confirming the decision to evaluate only a reduced-scale proposal and the No-Build scheme in the DEIR.

The Certificate of the Secretary of Environmental Affairs on the Draft EIR was issued on December 1, 1986. This certificate, the Proponent's request for clarification on specific items in the Certificate, and various letters commenting on the Draft EIR, are included in Chapter VI (Response to Comments) of this Final EIR.

# ENF

# HARBOR LANDING

Submitted to the
Executive Office of Environmental Affairs
Commonwealth of Massachusetts
MEPA Unit

Submitted by the
Harbor Landing Limited Partnership

January 1986

## ENVIRONMENTAL NOTIFICATION FORM

# APPENDIX A
# COMMONWEALTH OF MASSACHUSETTS
# EXECUTIVE OFFICE OF ENVIRONMENTAL AFFAIRS

# ENVIRONMENTAL NOTIFICATION FORM

## I. SUMMARY

**A. Project Identification**

**1. Project Name** Harbor Landing

**2. Project Proponent** Harbor Landing Limited Partnership

**Address** c/o Related Companies Northeast, Inc.
53 State Street, Suite 3605, Boston, MA 02109

**B. Project Description: (City/Town(s)** East Boston, MA (Suffolk County)

**1. Location within city/town or street address** Site along the East Boston waterfront bounded by Lewis Street to the east, and the Hodge Boilerworks to the west.

**2. Est. Commencement Date:** September 1, 1986 **Est. Completion Date:** March 1, 1990

**Approx. Cost $** $50,000,000 **Current Status of Project Design:** 10 **% Complete**

**C. Narrative Summary of Project**

Harbor Landing involves the creation of a primarily residential and marine-related development within a 12.7 acre waterfront site along the Inner Harbor in East Boston. The site is bounded by the Hodge Boilerworks to the west, Massport's East Boston piers to the east, a predominantly residential neighborhood to the north, and Boston Inner Harbor to the south. Residential buildings immediately adjacent to the site are comprised of public family housing and public housing for the elderly. The site is currently vacant and unused, except for a small portion occupied by a lobster wholesaling facility operated by the Hines and Smart Corporation. The development plans call for the construction of a new facility to accommodate operations of this or a comparable use. Public access through the site is currently precluded by unsafe conditions caused by deteriorating paved areas, dilapidated pier structures, an unstable seawall, and severe damage due to fire and neglect.

Approximately 475 residential units, consisting of both condominiums and rental apartments, will be constructed in buildings designed to reflect the scale and massing of traditional waterfront architecture. Parking for 533 automobiles will be accommodated on-site, with almost 60% parked below grade. The Proponent will privately subsidize 15 apartment units, which will be rented at below market rates to moderate income tenants, with the remainder sold or rented at market rate. The Proponent will voluntarily provide approximately $1.2 million over the first ten years of project operation to subsidize these 15 apartment units and to fund human services in the East Boston community.

**Copies of this may be obtained from:**

**Name:** Harris Band **Firm/Agency:** Skidmore, Owings & Merrill

**Address:** 334 Boylston Street, Boston, MA 02116 **Phone No.** 617/247-1070

.979 **THIS IS AN IMPORTANT NOTICE. COMMENT PERIOD IS LIMITED.**

**For Information, call (617) 727-5830**

**Use This Page to Complete Narrative, if necessary.**

The Harbor Landing project has been designed to be consistent with the City of Boston's Harborpark Interim Design Standards. For example, the project will result in the creation of a 30-35 slip marina, docking space for a water shuttle, and a commercial facility requiring water access, such as the lobster wholesaling use currently on-site. Small commercial/retail uses may be incorporated at ground level. The project will provide for full public access to the waterfront along the Harbor Landing Harborwalk, and will result in the creation of a variety of public open-space improvements within the site and, possibly in conjunction with the City of Boston, to the adjacent Lewis Street Mall. Landscaped areas and linear public walkways will provide visual and pedestrian access through the site to the waterfront. A waterfront open space plaza and water shuttle landing will be established on the site. Plans for such a water transportation facility will be consistent with evolving City plans for the development of a water ferry service to operate from the original site of the East Boston harbor ferry landing at the terminus of the Lewis Street Mall, adjacent to the site.

This project is one which is categorically included and therefore automatically requires preparation of an Environmental Impact Report: YES X NO ____

D. Scoping (Complete Sections II and III first, before completing this section.)

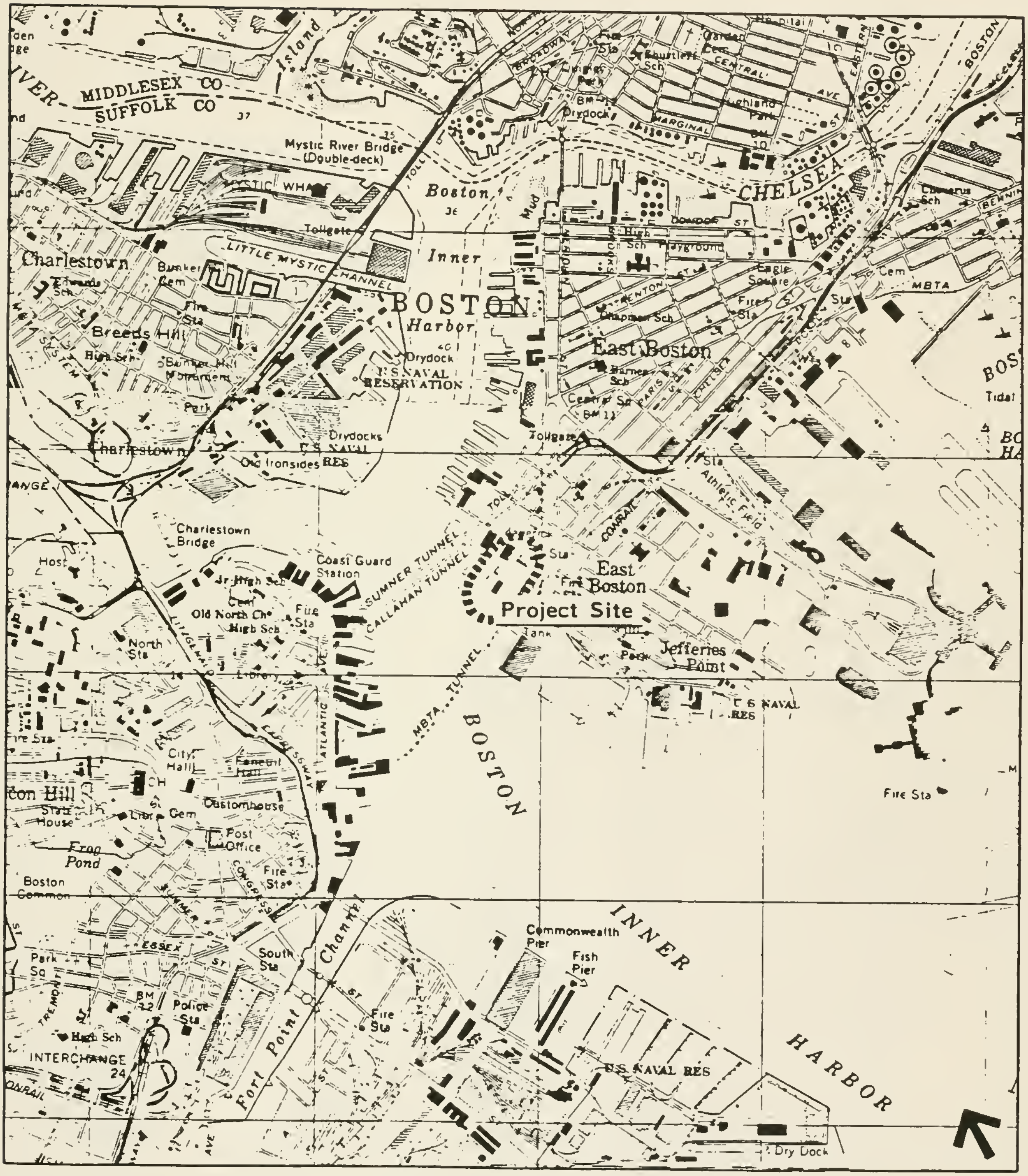
1. Check those areas which would be important to examine in the event that an EIR is required for this project. This information is important so that significant areas of concern can be identified as early as possible, in order to expedite analysis and review.

| | Construction Impacts | Long Term Impacts | | Construction Impacts | Long Term Impacts |
|---|---|---|---|---|---|
| Open Space & Recreation | | X | Mineral Resources | | |
| Historical | | | Energy Use | | |
| Archaeological | | | Water Supply & Use | | |
| Fisheries & Wildlife | | | Water Pollution | X | |
| Vegetation, Trees | | | Air Pollution | X | X |
| Other Biological Systems | | | Noise | X | |
| Inland Wetlands | | | Traffic | X | X |
| Coastal Wetlands or Beaches | | | Solid Waste | | |
| Flood Hazard Areas | | X | Aesthetics | | X |
| Chemicals, Hazardous Substances, | | | Wind and Shadow | | |
| High Risk Operations | | | Growth Impacts | | |
| Geologically Unstable Areas | | | Community/Housing and the Built Environment | | X |
| Agricultural Land | | | | | |
| Other (Specify) Water-Related Activities | | | | | X |

2. List the alternatives which you would consider to be feasible in the event an EIR is required.

- Project as described in I.C.
- No-Build Alternative.

## SITE LOCATION
Harbor Landing
East Boston, Massachusetts



1:25,000

E. Has this project been filed with EOEA before? Yes ____ No X
If Yes, EOEA No. ____ EOEA Action? ____

F. Does this project fall under the jurisdiction of NEPA? Yes X No ____
If Yes, which Federal Agency? Army Corps of Engineers NEPA Status? Review to be conducted fo
Dept. of the Army Permit

G. List the State or Federal agencies from which permits will be sought:

| Agency Name | Type of Permit |
|---|---|
| U.S. E.P.A. | N.P.D.E.S. Permit |
| U.S. Coast Guard | Bridge Permit |
| U.S. Army Corps of Engineers | Department of Army Permit |
| Mass. Off. of Coastal Zone Mgmt. | Determination of Consistency |
| Mass. Dept. of Environmental Quality Engineering | Waterways License, Ch. 91<br>Approval of Floats and Rafts, Ch. 91, S.10A<br>Water Quality Certification<br>Surface Water Discharge Permit<br>Sewer Connection Permit |
| Mass. Water Resources Auth. | Industrial User Discharge Permit |
| Mass. Historical Commission | Review for Effects on Historic/ Archaeological Resources |
| Boston Conservation Commission | Wetlands Order of Conditions, Ch. 131, S.40 |

H. Will an Order of Conditions be required under the provisions of the Wetlands Protection Act (Chap. 131, Section 40)?
Yes X No ____
DEQE File No., If applicable: ____

I. List the agencies from which the proponent will seek financial assistance for this project:

| Agency Name | Funding Amount |
|---|---|
| NONE | |

## II. PROJECT DESCRIPTION

A. Include an original 8½ x 11 inch or larger section of the most recent U.S.G.S. 1:24,000 scale topographic map with the project area location and boundaries clearly shown. Include multiple maps if necessary for large projects. Include other maps, diagrams or aerial photos if the project cannot be clearly shown at U.S.G.S. scale. If available, attach a plan sketch of the proposed project. See attached locus plan, site plan, and project view.

B. State total area of project: 12.7 ± Acres
Estimate the number of acres (to the nearest 1/10 acre) directly affected that are currently:

1. Developed .................... ____ acres
2. Open Space/Woodlands/Recreation 9.3* acres
3. Wetlands .................... ____ acres

* Pier and upland area, mostly paved surface
** Open water

4. Floodplain .......... See III.C.3 acres
5. Coastal Area .............. 3.4** acres
6. Productive Resources
   Agriculture .................. ____ acres
   Forestry .................. ____ acres
   Mineral Products .............. ____ acres

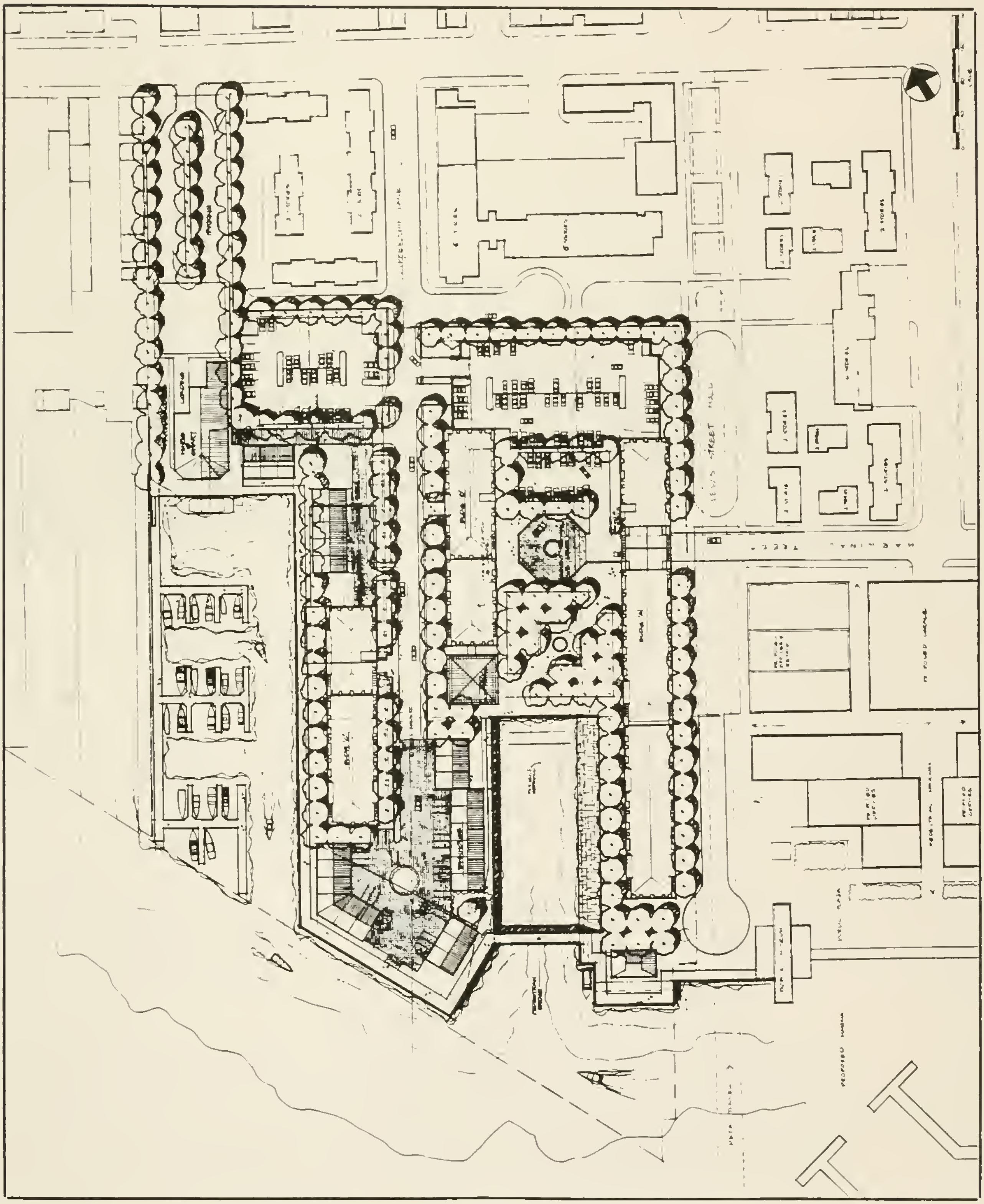
C. Provide the following dimensions, if applicable:
Length in miles NA Number of Housing Units 475 Number of Stories 3-9

| | Existing | Immediate Increase Due to Project |
|---|---|---|
| Number of Parking Spaces ........................ | Negligible | 533 |
| Vehicle Trips to Project Site (average daily traffic) ......... | 100 ADT | 1873 ADT |
| Estimated Vehicle Trips past project site ............... | 11,200 ADT on Sumner Street | 0 |

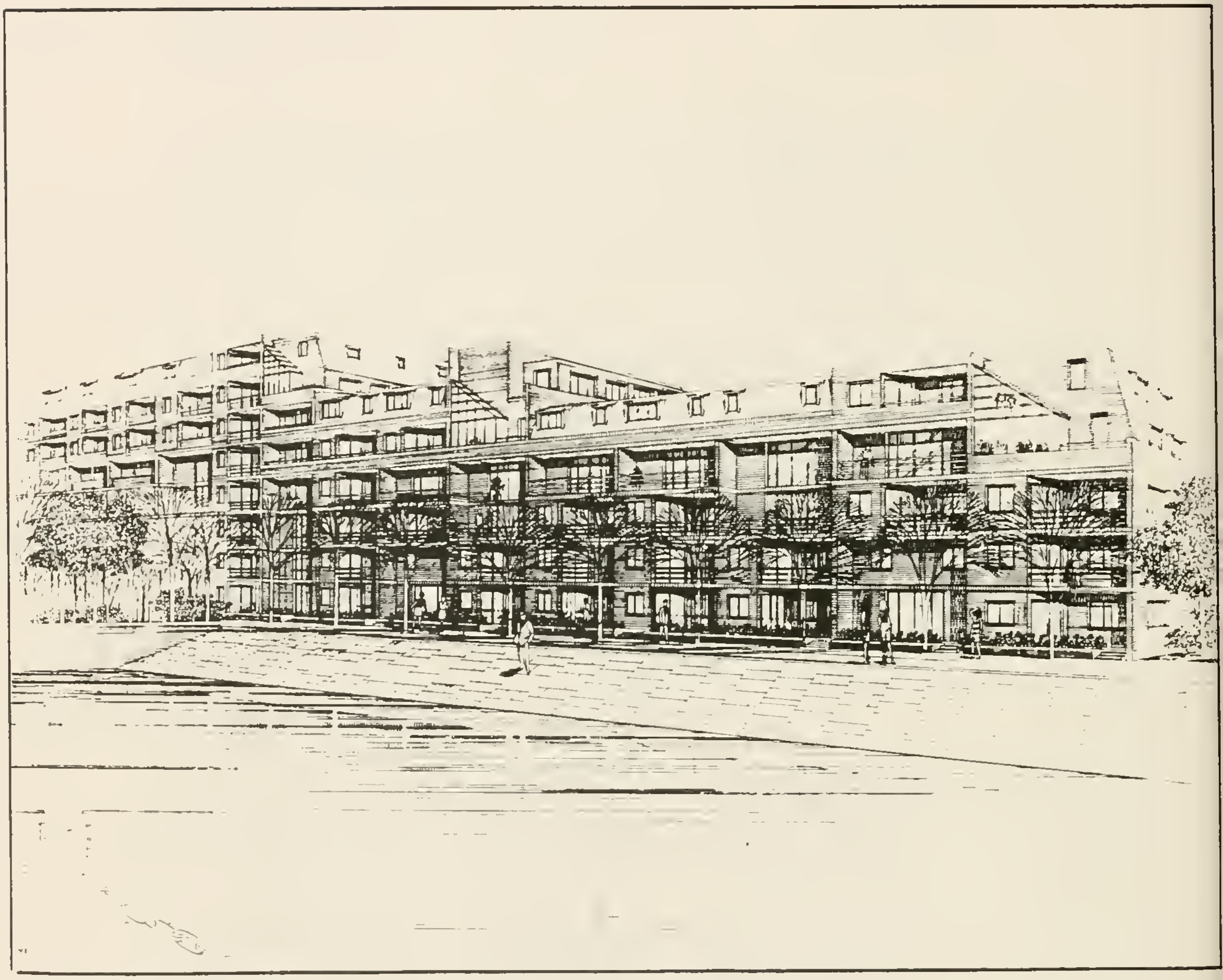
D. If the proposed project will require any permit for access to local or state highways, please attach a sketch showing the location of the proposed driveway(s) in relation to the highway and to the general development plan; identifying all local and state highways abutting the development site; and indicating the number of lanes, pavement width, median strips and adjacent driveways on each abutting highway; and indicating the distance to the nearest intersection.

Access will be by local streets, as shown on the attached locus plan and site plan.

SITE PLAN
Harbor Landing
East Boston, Massachusetts



CLOSE-UP VIEW OF PROJECT
Harbor Landing
East Boston, Massachusetts



South end of Building A, with harbor inlet in foreground

## III. ASSESSMENT OF POTENTIAL ADVERSE ENVIRONMENTAL IMPACTS

*Instructions:* Consider direct and indirect adverse impacts, including those arising from general construction and operations. For every answer explain why significant adverse impact is considered likely or unlikely to result.

Also, state the *source* of information or other basis for the answers supplied. If the source of the information, in part or in full, is not listed in the ENF, the preparing officer will be assumed to be the source of the information. Such environmental information should be acquired at least in part by field inspection.

### A. Open Space and Recreation

1. Might the project affect the condition, use or access to any open space and/or recreation area?
Yes X No ____

*Explanation and Source:*

Access to the waterfront will be significantly increased as a result of this project. Currently, public access through the site to the waterfront is precluded due to unsafe conditions. Harbor Landing will provide continuous public access to the water's edge along the parcel's entire waterfront perimeter. An extension of Clippership Lane into the site will provide access through the project area to the East Boston waterfront. Provision for public open space and related recreational activities on the site will include an open plaza area, a water shuttle landing, a 30-35 slip marina, and a continuous public walkway along the water's edge.

### B. Historic Resources

1. Might any site or structure of historic significance be affected by the project? Yes ____ No X

*Explanation and Source:*

According to the Executive Director of the Massachusetts Historical Commission, this project is not expected to affect any significant historic resources.

2. Might any archaeological site be affected by the project? Yes ____ No X

*Explanation and Source:*

According to the Executive Director of the Massachusetts Historical Commission, this project is not expected to affect any significant archaeological resources.

### C. Ecological Effects

1. Might the project significantly affect fisheries or wildlife, especially any rare or endangered species?
Yes ____ No X

*Explanation and Source:*

The occurrence of any threatened or endangered species in Boston Inner Harbor is highly unlikely according to personnel of the U.S. Fish and Wildlife Service and the National Marine Fisheries Service. While nearly 50 finfish species are commonly noted in the project area (MASSPORT EIR, 1980) including winter flounder, rainbow smelt, and blueback herring, the proposed project is not expected to significantly affect these resources. All upland portions of the project area are developed, and wildlife resources are not a consideration.

2. Might the project significantly affect vegetation, especially any rare or endangered species of plant?
Yes _____ No X
(Estimate approximate number of mature trees to be removed: __________)

*Explanation and Source:*

According to survey information compiled to date by the Massachusetts Natural Heritage Program, no rare or endangered plant or animal species exist in the project area.

3. Might the project alter or affect flood hazard areas, inland or coastal wetlands (e.g., estuaries, marshes, sand dunes and beaches, ponds, streams, rivers, fish runs, or shellfish beds)? Yes X No _____

The ground surface of the site and related decked areas ranges in elevation from +14' (Boston City Base) to +16.5' (BCB). According to the Federal Emergency Management Agency, the 100-year flood level in this part of the Inner Harbor is 10.0' (1929 Datum) or 15.65' (BCB). One area of the site is in the 100-year flood plain. Other portions of the site fall in the zone between the limits of the 100-year flood and 500-year flood; the remainder of the site lies in the zone classified as an area of minimal flooding. Part of the land area is old fill, protected by bulkheads. While not known to support marsh vegetation or shellfish beds, the project area is subject to the provisions of the Wetlands Protection Act.

4. Might the project affect shoreline erosion or accretion at the project site, downstream or in nearby coastal areas? Yes _____ No X

*Explanation and Source:*

The project area is part of the shoreline of Boston's Inner Harbor, most of which is filled land protected by bulkheads or other structures. While minor alteration in the shoreline may occur, it is not expected to affect erosion or accretion of the shoreline.

5. Might the project involve other geologically unstable areas? Yes _____ No X

*Explanation and Source:*

The fill and underlying marine sediments of the site are not expected to support standard foundations. New structures will, therefore, require pile or caisson footings. Samples of the fill and underlying sediments are to be analyzed for their physical characteristics before final design.

D. Hazardous Substances

1. Might the project involve the use, transportation, storage, release, or disposal of potentially hazardous substances?
Yes X No _____

*Explanation and Source:*

Project construction (but not subsequent operation) will involve typical construction practices requiring the use of standard chemical materials including oil-based substances for equipment maintenance and roadway paving, and entrainment fluids for use in concrete mixing. Following project completion, automobiles owned by residents or guests will be parked on-site.

## E. Resource Conservation and Use

1. Might the project affect or eliminate land suitable for agricultural or forestry production?
Yes ____ No __X__
(Describe any present agricultural land use and farm units affected.)

*Explanation and Source:*

The project site is located within an urban area supporting no agricultural or forestry production. The site is not suitable for agricultural or forestry use.

2. Might the project directly affect the potential use or extraction of mineral or energy resources (e.g., oil, coal, sand & gravel, ores)? Yes ____ No __X__

*Explanation and Source:*

No mineral or energy resources are known to exist on site.

3. Might the operation of the project result in any increased consumption of energy? Yes __X__ No ____

*Explanation and Source:*

The proposed project will result in increased energy consumption. Arrangements with the electrical power utility, Boston Edison, will be made to insure a supply of sufficient power. Building design standards for insulation, solar orientation, and other energy-related features will be incorporated for efficient energy use. Construction will meet all applicable codes, including requirements of Article 20 (Energy) of the Massachusetts State Building Code.

## F. Water Quality and Quantity

1. Might the project result in significant changes in drainage patterns? Yes ____ No __X__

The existing project site is entirely impervious and drains directly to the harbor. The proposed structures will not significantly alter this pattern. However, the addition of storm drains for paved walkways and vehicular accessways on the site will be required. Site and roof drainage will be channeled into specific outfalls. Oil/grease separators will be installed if appropriate, and maintained so as to minimize harbor pollution from site run-off.

2. Might the project result in the introduction of pollutants into any of the following:
(a) Marine Waters .................................................... Yes __X__ No ____
(b) Surface Fresh Water Body ........................................ Yes ____ No __X__
(c) Ground Water ....................................................... Yes ____ No __X__

*Explain types and quantities of pollutants.*

Some pollutants will be introduced to the marine environment during construction operations (pile driving, rehabilitation of bulkheads, etc.). These pollutants will consist primarily of suspended sediment (turbidity) and minor releases of metals and nutrients. Dewatering of the excavation area for below grade parking facilities and foundations may introduce some suspended sediment to the harbor during construction.

3. **Will the project generate sanitary sewage?** **Yes** X **No** ______
**If Yes, Quantity:** 55,500* **gallons per day**
**Disposal by:** (a) **Onsite septic systems** ........................................ **Yes** ______ **No** X
(b) **Public sewerage systems** ........................................ **Yes** X **No** ______
(c) **Other means (describe)** ______

* Based on standards listed in DEQE Title 5 -- Sanitary Sewage, as applied to the proposed plan outlined in Section I.C.

4. **Might the project result in an increase in paved or impervious surface over an aquifer recognized as an important present or future source of water supply?** **Yes** ______ **No** X

***Explanation and Source:***

The aquifer underlying Boston is not recognized as an important present or future source of water supply.

5. **Is the project in the watershed of any surface water body used as a drinking water supply?**
**Yes** ______ **No** X
**Are there any public or private drinking water wells within a 1/2-mile radius of the proposed project?**
**Yes** ______ **No** X

***Explanation and Source:***

6. **Might the operation of the project result in any increased consumption of water?** **Yes** x **No** ______

**Approximate consumption** 63,825* **gallons per day. Likely water source(s)** Boston Water and Sewer Comm.

***Explanation and Source:***

* Based on standards listed in DEQE Title 5 -- Sanitary Sewage plus 15%.

7. **Does the project involve any dredging?** **Yes** X **No** ______

**If Yes, indicate:**
**Quantity of material to be dredged** ______
**Quality of material to be dredged** ______
**Proposed method of dredging** ______
**Proposed disposal sites** ______
**Proposed season of year for dredging** ______

***Explanation and Source:***

Some minor dredging may be required to provide for direct waterside access to the proposed water-dependent commercial facility, and, possibly to improve navigability in the marina. Dredging will be conducted using silt curtains to avoid the release of suspended sediment. Dredged material will most likely be disposed of at the Massachusetts Bay Foul Area, as determined by the Army Corps of Engineers. This project has been designed to respect the existing line of seawalls and pile-supported decking. Some limited filling (rip-rap) may be necessary to stabilize the failing seawalls on the site.

G. Air Quality

1. Might the project affect the air quality in the project area or the immediately adjacent area?
Yes X No ____
Describe type and source of any pollution emission from the project site. Construction Dust/Indirect Mobile Source

Construction activity will result in short-term air quality effects. Any release of fugitive dust will be minimized by site wetting and other mitigation techniques. During project operations, the primary source of air pollutants will be from increased vehicular activity at the site.

2. Are there any sensitive receptors (e.g., hospitals, schools, residential areas) which would be affected by any pollution emissions caused by the project, including construction dust? Yes X No ____

*Explanation and Source:*

Sensitive receptors located within two blocks of the site include primarily residential uses such as the Maverick Housing Project and the Heritage Apartments, as well as the Holy Redeemer Church on London Street.

3. Will access to the project area be primarily by automobile? Yes X No ____
Describe any special provisions now planned for pedestrian access, carpooling, buses and other mass transit.

The Maverick Blue Line Station of the MBTA, located approximately 400 feet from the project site, offers direct access to downtown Boston, and indicates potential for significant use of public transportation to and from the project site. Several MBTA bus routes also originate at Maverick Station, providing service to Revere and other areas of East Boston. A water shuttle landing on the site is proposed in order to promote the use of water transportation modes.

H. Noise

1. Might the project result in the generation of noise? Yes X No ____

*Explanation and Source:*
(Include any source of noise during construction or operation, e.g., engine exhaust, pile driving, traffic.)

Noise will be generated during the construction phase, primarily by earth moving equipment, demolition, dredging and pile emplacement activities. Minimal long-term noise effects will result from increased levels of vehicular activity at the site.

2. Are there any sensitive receptors (e.g., hospitals, schools, residential areas) which would be affected by any noise caused by the project? Yes X No ____

*Explanation and Source:*

Sensitive receptors located within two blocks of the site include primarily residential uses such as the Maverick Housing Project and the Heritage Apartments, as well as the Holy Redeemer Church on London Street.

### I. Solid Waste

1. Might the project generate solid waste? Yes ___X___ No ______

*Explanation and Source:*
(Estimate types and approximate amounts of waste materials generated, e.g., industrial, domestic, hospital
sewage sludge, construction debris from demolished structures.)

The project will generate approximately 3,600 pounds* of solid waste per day which will be handled through a contract disposal service. Construction debris disposal will be handled through a contract disposal service.

* Salvato, Environmental Engineering and Sanitation, Wiley, 1982.

### J. Aesthetics

1. Might the project cause a change in the visual character of the project area or its environs?
Yes ___X___ No ______

The project will improve the visual character of the site, providing a marina, a new water shuttle landing, new residential buildings, and attractive publicly-accessible open space areas. Consistent with the City of Boston's Harborpark Interim Design Standards, wharves will extend toward the water, reflecting the historic pattern of harbor development previously on the site. Residential buildings have also been designed to reflect the character of existing historic structures along the waterfront.

2. Are there any proposed structures which might be considered incompatible with existing adjacent structur
in the vicinity in terms of size, physical proportion and scale, or significant differences in land use?
Yes ______ No ___X___

*Explanation and Source:*

The proposed project has been designed to be compatible with and complementary to neighboring land uses and area character, and represents a continuation of adjacent residential uses. The height, scale, massing, and materials of the project have been developed in order to integrate with existing buildings and spaces along the waterfront.

3. Might the project impair visual access to waterfront or other scenic areas? Yes ___X___ No ______

Views of the waterfront as seen by a limited number of residences located across the street from the site will be obstructed as a result of the project. However, a number of measures have been utilized to minimize this effect. These include limiting building heights and aligning the building masses perpendicular to the water's edge to reinforce public view corridors through the site to the harbor. The visual character of the site itself will be greatly improved as compared to existing conditions.

### K. Wind and Shadow

1. Might the project cause wind and shadow impacts on adjacent properties? Yes ___X___ No ______

*Explanation and Source:*

The project will result in no high-rise buildings commonly associated with significant wind and shadow effects. Instead, the project has been designed to minimize such effects by utilizing low to mid-rise buildings with stepped building masses. Off-site shadows cast by the proposed buildings will be minimal; partial shading of residential buildings immediately to the north of the site will only occur during the late afternoon in the winter. (Source: Childs Bertman Tseckares & Casendino, Inc.)

## IV. CONSISTENCY WITH PRESENT PLANNING

A. Describe any known conflicts or inconsistencies with current federal, state and local land use, transportation, open space, recreation and environmental plans and policies. Consult with local or regional planning authorities where appropriate.

The design and program for the Harbor Landing Development is consistent with a variety of City guidelines, policies, and neighborhood plans, such as the Harborpark Interim Design Standards, and the East Boston Community Development Corporation's (CDC's) General Development Plan Proposals for Key Sites. In 1973 the CDC's General Development Plan Proposals recommended residential and retail uses for the Harbor Landing site, which were similar to the current proposal in terms of program, design, and density. The Harbor Landing Development responds to the City's Harborpark Interim Design Standards by providing extensive public access to the waterfront and a range of waterfront amenities such as the Harbor Landing Harborwalk public walkway along the water's edge, landscaped open space areas, a water shuttle landing, and a marina.

The Harbor Landing Project is consistent with a number of current proposals for redevelopment of neighboring areas of the East Boston waterfront. For example, the design and program of the project reflects a variety of goals defined in the Department of Environmental Management's draft plans for this area. Plans for the adjacent Massport Piers 1-5 have not yet been finalized, but land uses proposed for Harbor Landing are not expected to preclude or to be incompatible with development plans for these piers.

The Harbor Landing plan will also comply with the Massachusetts Coastal Zone Management Program. Key areas of concern will be the maintenance of public access to the coastal zone, the protection of public interest, compliance with all filling and dredging requirements as appropriate, and full compliance with applicable federal permit and licensing regulations.

A Planned Development Area (PDA) approval will be sought from the Boston Redevelopment Authority.

## V. FINDINGS AND CERTIFICATION

A. The notice of intent to file this form has been/will be published in the following newspaper(s):

| | |
|---|---|
| (Name) Boston Globe | (Date) January 31, 1986 |
| Boston Herald | January 31, 1986 |
| East Boston Community News | January 28, 1986 |

B. This form has been circulated to all agencies and persons as required by Appendix B.

January 31, 1986
Date

Edward A. Saxe
Signature of Responsible Officer or Project Proponent

Name (print or type) ____

Address ____

Telephone Number ____

Proponent:
Harbor Landing Limited Partnership
By Related Companies
Northeast, Inc., General Partner
Edward A. Saxe - President
53 State Street
Boston, MA 02109
(617) 723-0990

January 31, 1986
Date

H Band
Signature of person preparing ENF (if different from above)

Name (print or type) ____

Address ____

Telephone Number ____

ENF Preparation:
Harris Band
Skidmore, Owings & Merrill
334 Boylston Street
Boston, MA 02116
(617) 247-1070

*The Commonwealth of Massachusetts*
*Executive Office of Environmental Affairs*
*100 Cambridge Street*
*Boston, Massachusetts 02202*

MICHAEL S DUKAKIS
GOVERNOR

JAMES S. HOYTE
SECRETARY

# CERTIFICATE OF THE SECRETARY OF ENVIRONMENTAL AFFAIRS

# ON THE

# ENVIRONMENTAL NOTIFICATION FORM

PROJECT NAME : Harbor Landing

PROJECT LOCATION : Boston

EOEA NUMBER : 5866

PROJECT PROPONENT : Harbor Landings Ltd. Partnership

DATE NOTICED IN MONITOR : February 11, 1986

Pursuant to the Massachusetts Environmental Policy Act (G.L.,c.30,s.62-62H) and Sections 10.04(1) and 10.04(9) of the regulations implementing MEPA (301 CMR 10.00), I hereby determine that the above project requires the preparation of an Environmental Impact Report.

The preliminary ENF review has revealed a very wide level of state, city and community interest in the Harbor Landing proposal. Opinions on some issues differ sharply. However, there appears to be consensus regarding the significance of the impacts relating to traffic, public access, and visual impacts.

This project also raises fundamental c.91 Waterways Licensing issues as explained in the Coastal Zone Management comment. Also, according to a Boston Harbor Associate representative, this is one of the first projects where land use will change from predominantly water-dependent to non-water dependent uses.

Particular attention should be focused on these topics in the draft environmental impact report. Written and oral comments received during the ENF review will provide guidance and support for the issues framed in this scope.

## SCOPE

The EIR should generally follow the outline in 301 CMR 10.05(7), and must also contain a copy of the Scope.

### Project Alternatives

The analysis of c.91 Waterways Licensing issues is significantly strengthened by project alternative comparisons with the no build and full build alternatives. In the draft report, the project sponsor is encouraged to present at least one thoughtful, reduced density alternative for comparison with the preferred build option. This alternative should be sensitive to the East Boston community needs and surroundings. Further, an attempt should be made to balance the water and non-water dependent elements of the project. For non-water dependent components, the alternative should offset the detriments with public benefits.

In the absence of specific measures that adequately mitigate for environmental and c.91 impacts, it may be possible to incorporate beneficial components into the project alternative(s) to counter those effects.

### Traffic

The traffic analysis must analyze the traffic related impacts of Harbor Landing on the East Boston neighborhood road system and on the Route 1 ramps, north and southbound. The EIR should assess key roadways and intersections from Maverick Square and Bremen Street, including Maverick Street, Marginal Street and intersections with Orleans Street, Cottage Street and Jeffries Street. The traffic analysis should present daily and peak hour traffic counts, levels of service and volume/capacity ratios for AM and PM peaks, with and without the project. Count data, and V/C calculations should be available in a technical appendix.

Analysis of the traffic impacts at the site driveways on Mill Street, Marginal Street and Clippership Lane should include traffic counts, LOS and V/C ratios.

The directional split of traffic through residential streets and on Route 1, north and southbound should be explained and diagrammed. The potential for project generated impacts near the Summer/Callahan tunnels and Logan Airport should also be evaluated.

Baseline should assume that the shipyard is in active use. Background growth trends in East Boston traffic be factored into the traffic analysis for the year 1990, with and without the project. Other projects within the area (about 1/4 mile radius from site) that are likely to come on line within the full build time frame should also be incorporated into the growth projections.

The impacts from construction traffic including truck congestion and routing through narrow residential areas, parking on and around the site, and truck noise and dust must be evaluated. Tangible remedial response is required for these shorterm impacts.

The East Boston community has identified a traffic and safety problem relating to the sporadic closure of the Callahan/Summer tunnels. The EIR should consider the frequency and length of these closures to determine the magnitude of the problem. If the situation is found to be serious, the implications of this problem as it might relate to Harbor Landing should be discussed.

The traffic mitigation program in the EIR must be explicit. Specific measures must be correlated directly to the impacts and analyzed to show the degree of improvement that will be realized. Further, this section should demonstrate the proponent's commitment to implementing the mitigation measures, and an implementation schedule in relation to the project construction schedule should be given.

## Parking

The parking availability to tenants, marina/water shuttle users and the public should be explained.

## c.91 - Tidelands Licensing

A synopsis of the tidelands licensing history of the site should be presented in the EIR. Copies of licenses, title documents and permits should be provided in a technical appendix. The bounds of Commonwealth tidelands should be shown on a site plan and clearly delineated from any private tidelands that may exist.

The tidelands issues raised in the DEQE Waterways comment and the Coastal Zone Management comment must be referenced for guidance with the tidelands analysis.

The project, as was mentioned in the opening paragraphs, is predominantly non water dependent. The change from primarily water dependent activities raises basic policy and planning questions which will have to be addressed if the project is to be licensed.

The tidelands analysis should address itself to the conventional interests of the public including: fishing, fowling and navigation. Further, for the non water dependent aspects of the project, the EIR must also show that the project serves a proper public purpose, that the public benefits exceed public detriments and that the project is consistent with the policies of CZM.

This analysis should be as objective as possible; text should be supported with sketches, tables and diagrams to clearly demonstrate how the c.91 licensing criteria are satisfied. It should be demonstrated that this project complies with the Harborpark Plan and Design Standards. Consistency with neighborhood plans, such as the Interim Planning Overlay District (IPOD) should also be discussed.

Public Access

The public access plan should be evaluated in detail. Plans and sketches should be presented. Several variations of the plan should also be presented to foster public input. For example, alternate access plans for the lagoon area should be proposed because of public comment.

The public access study should consider perimeter access; access through the site; access from parking areas on and off site; access from the marina and water shuttle; and linkage to the Lewis Street Mall and other open space areas.

Public access within the buildings to open the project to public use year round should be considered. Continuity between indoor and outdoor areas accessible to the public should be explained.

The public amenities should be inviting and attractive, especially to the East Boston neighborhoods. Community representatives, for example, would like to be tied into the project through art exhibits. To the extent possible, lighting, landscaping and design should also be discussed.

Private condominium housing, is, by nature, inherently exclusionary. The underground parking, as planned, is restricted. These and other elements of the project are tangible obstacles to public use and enjoyment of the site. The EIR should document how the public access plan will functionally overcome the built-in deterrents to public access.

Visual Access

The Boston Marine Exchange comment describes the view from the Harbor Landing site, "...one of the best views of the Boston Harbor and skyline that can be had."

The abutters now enjoy an unobstructed view of the harbor, the Boston skyline and the Bunker Hill Monument. The impact of this project on existing views will be significant. By way of drawings and sketches, the EIR should show the effect of obstructed views at street-level and at the upper floors of existing residences at the Heritage Apartments, Jeffries Point, along Marginal Street and at Lewis Street Mall.

The EIR should consider alternative layouts, massing and heights that could be incorporated into the project to open up additional view corridors.

Water shuttle/Marina

The water related facilities, and ancillary piers, bulkheads and floats included Hynes and Smart should be described and laid out on a plan showing their relationship to the Boston Harbor Shipping Channel and the nearest maritime activities. Conflicts with commercial activities must be identified. Wakes and wave impacts should be analyzed. Operation and design measures to dampen those effects and the effectiveness of the attenuation system should be discussed.

The number of slips set aside for transient use should be explained. Further details on the operation of the marina would be useful.

The water shuttle was described as a benefit to the tenants of Harbor Landing exclusively. However, based on the level of public interest within the community and government agencies, the project sponsor will want to explore the potential for expanding the service to public ridership. Relevant issues that should be considered are service reliability, scheduling, rates, competing transit modes, accessibility, parking and liability.

## Coastal flood Impacts

The analysis should be based on the 10, 50, and 100 year storm events, including wave surge. The flood elevations should be overlaid on a site plan and the EIR should explain the impacts on the affected buildings and facilities, including the marina, water shuttle and underground parking. Structural stability should be discussed. Remedial actions to reduce flood hazard effects should be explained.

## Dredging

Prepare locus plans showing the area to be dredged. Give existing and future dredge depths and the volume to be dredged. A sediment sampling protocol must be developed with the Department of Water Pollution Control and the U.S. Army Corps of Engineers. Sample sites should be shown on the dredge plan and boring logs included in a technical appendix with the grain size analysis and bulk sediment analysis. Bioaccumulation and elutriate testing may be required. Based on the results of the testing program, appropriate controls for turbidity, dredge scheduling to reduce conflicts with fish spawning periods, dredge techniques and a suitable disposal site for the dredged materials must be recommended.

## Sewerage/Drainage

The EIR should describe the sewer system between the site and the treatment plant. Estimate the average daily flows and peak sewerage flows that will be generated by Harbor Landing. Evaluate the adequacy of the existing system to handle project sewerage flows. Increases in background sewerage flows at the time of full build out should be factored into the analysis. Capacity problems and any downgradient CSO impacts should be identified. The improvements that could be realized by standard mitigation measures should be evaluated.

Discuss how the sewerage generated by the marina will be handled, including pump-out facilities.

The drainage plan for the project should be described in detail. Techniques to minimize harbor pollution related to site runoff should be explained.

## Construction Impacts

The potential for water quality and air quality impacts during construction should be analyzed in the EIR. The effects on water quality from excavation for the underground garage, disposal of excavated material, pile driving and bulkhead replacement should be analyzed. Noise and dust impacts on the residences nearby should also be explored. Further the EIR should consider whether construction of Harbor Lights will coincide with redevelopment of Piers I through 5, and evaluate what the effects of combined construction impacts.

Miscellaneous

In addition to the required distribution, the draft and final EIR should be circulated to participants at the February 27, 1986 scoping session. Federal agencies, including the EPA (Ed Reiner), COE, and Coast Guard (Capt. Masse) should also receive copies of the report. Ten additional copies should be made available to the East Boston Community on a first-come-first-serve basis.

March 13 1986
DATE

JAMES S. HOYTE, SECRETARY

JSH/NB/bk

Skidmore, Owings & Merrill

334 Boylston Street
Boston Massachusetts 02116
617 247 1070

June 24, 1986

Ms. Nancy Baker
Associate Environmentalist
Executive Office of Environmental Affairs
MEPA Unit
100 Cambridge Street
Boston, MA 02202

Dear Ms. Baker:

This letter is to confirm our telephone conversation of June 19, 1986 in which we discussed project alternatives to be addressed in the Clippership Wharf Development (formerly Harbor Landing) Draft EIR. As we discussed at that time, the March 13, 1986 Scoping Certificate for this project requests analysis of the following three alternatives:

- No-Build
- Preferred Alternative (project as described in the Environmental Notification Form)
- A Reduced Density Alternative

During the period which followed issuance of the Scoping Certificate, the Preferred Alternative was revised in accordance with State, City, and community-level input. The Preferred Alternative now contains approximately 400 residential units (reduced from 475 units in the ENF proposal). Other refinements to the ENF proposal include:

- Public Access. The current proposal establishes the entire site, except for residential structures, as an area for public access and enjoyment.
- Building Height. In the current proposal, building heights have been reduced, consistent with City of Boston Harborpark and Interim Planning Overlay District (I.P.O.D.) Guidelines.
- Underground Parking. In the current proposal, all parking (except a few visitor parking spaces) is in a garage below grade. The ENF proposal placed parking at grade or above grade.

The project as described in the ENF is no longer actively proposed by the Proponent.

On the basis of our conversation with you, it is our understanding that, given these revisions to the Preferred Alternative, the project as currently proposed now constitutes a Reduced Density Alternative. It is also our understanding that, because the project as described in the ENF is no longer actively proposed, it need not be analyzed in the DEIR except to document its evolution. The DEIR for Clippership Wharf will therefore address two alternatives:

- No-Build
- The Preferred Alternative as currently proposed in its reduced density form.

We await your concurrence in this matter.

SKIDMORE, OWINGS & MERRILL

Harris S. Band
Senior Environmental Planner

CONCURRED:

Samuel G. Mygatt
Samuel G. Mygatt, Assistant Secretary

June 30, 1986
Date

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